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1930-31

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P. T. MANSFIELD,

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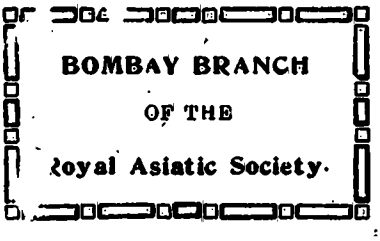

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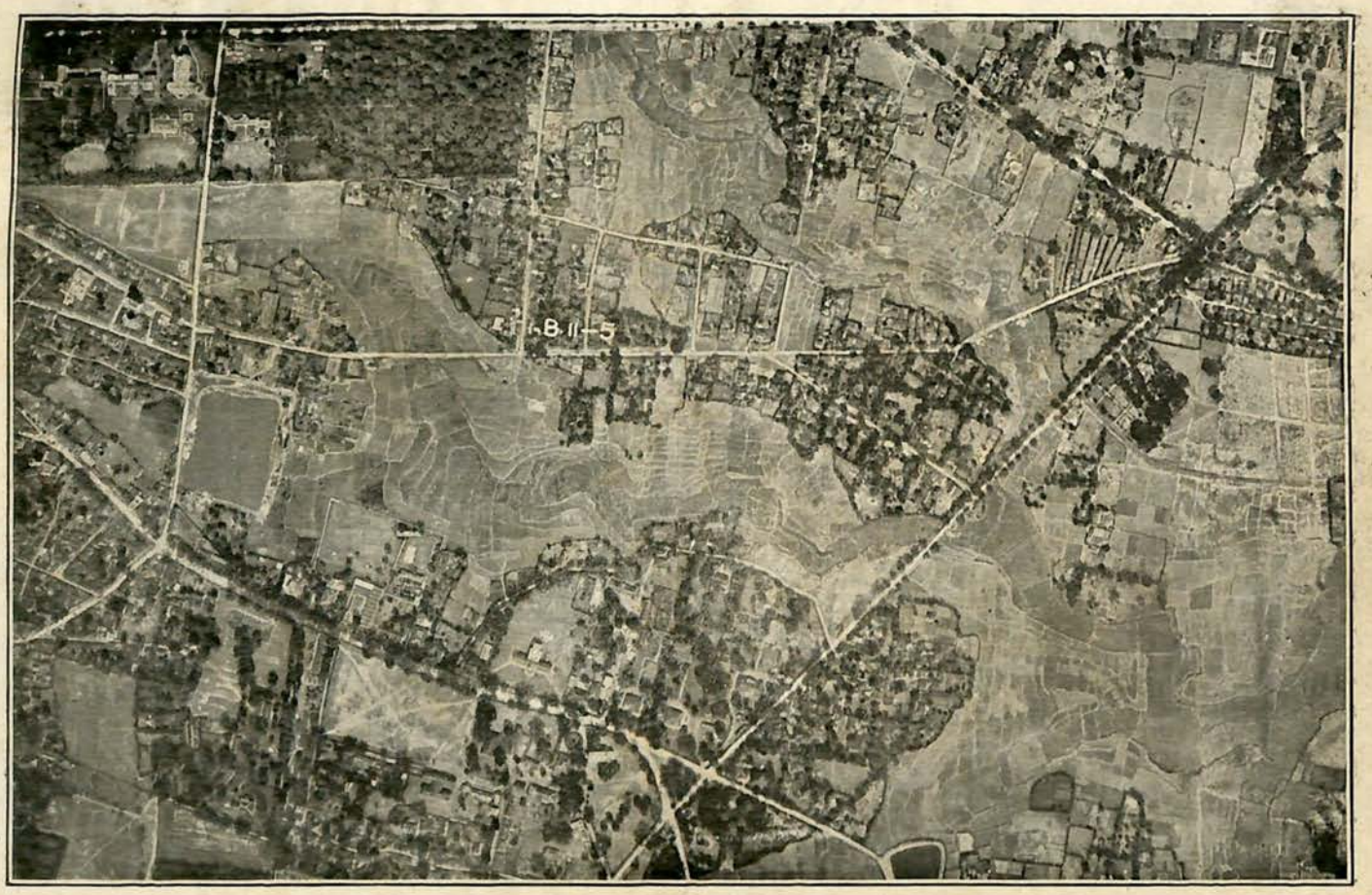

Ranchi town, showing the two cathedrals, and the old Hazaribagh Road. From a photograph taken by Indian Air Survey and Transport, Ltd.

NOTICE.

THE task of preparing this book has been entrusted to Mr. P. T. Mansfield, I.C.S., and it is now published under authority and with the general approval of the Government of Bihar and Orissa, but it must not be assumed that this approval extends to every particular expression of opinion.

PREFATORY NOTE.

THE main portion of this volume deals with the financial year 1930-31, viz. the period from April to March. In order to bring the history of the province up-to-date as far as possible, a short summary of the principal events of the calendar year 1931 is included as an appendix.

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Bihar and Orissa in 1930-31.

CHAPTER I.

Political and General Events.

The Government of the Province.

For the first two months of the year His Excellency Sir Hugh Lansdown Stephenson, K.C.S.I., K.C.I.E., I.C.S., was the Governor of the Province, but in June he went to act for four months as Governor of Bengal, when Sir Stanley Jackson, Governor of Bengal, went on leave. During this period, the Hon'ble Mr. J. D. Sifton, C.S.I., C.I.E., I.C.S., Member of the Executive Council, acted as Governor; the Hon'ble Raja Rajendra Narayan Bhanja Deo, O.B.E., became Vice-President of the Executive Council, and Mr. H. K. Briscoe, C.I.E., I.C.S., was appointed a temporary member of the Executive Council. On the return of Sir Hugh Stephenson as Governor in September, Mr. Sifton reverted to his post as Member of the Executive Council, and Mr. Briscoe went on leave.

On the transferred side, the Hon'ble Sir Saiyid Muhammad Fakhr-ud-din and the Hon'ble Sir Ganesh Datta Singh continued to hold office as Ministers, in charge of their respective portfolios of Education and Local Self-Government, until 12th November when they tendered their resignations. After the general election had been completed, both were reappointed to their former portfolios by His Excellency the Governor.

The civil disobedience movement and its consequence.

Early in 1930 the Congress, having declared its aim to be complete independence, launched its campaign of civil disobedience. The political history of 1930-31 is, therefore, a tale of constant agitation, and of the measures taken by the Government to combat this dangerous movement. In the " war " (so called by the Congress party) which resulted, there were frequent and sometimes serious clashes between the forces of law and order and those of unrest; but the mere fact that it was made clear from the beginning that the Government intended to give a lead to moderate opinion, to uphold the law and to adopt every necessary measure to maintain the peace, prevented the situation in the province from getting out of hand, and from developing into the dangerous state which would have resulted if unconstitutional agitation and disrespect for the law had been condoned, or

even if a passive policy had been adopted. This determined policy naturally led to events which put a severe strain upon the police; but they have rightly earned the highest praise for the way in which they carried on their duties of maintaining the peace and protecting the law-abiding section of the population, in the face of constant attacks, both violent and insidious. In this determination the Government was happily fortified by the support of the Legislative Council, and the province may congratulate itself upon the existence, and gradually increasing manifestation, of a strong body of moderate opinion.

The diversion of the energies of Government from the ordinary work of administration, and the concentration of its resources on the maintenance of the peace, together with the crippling of its already meagre financial resources by the reduction of revenue and increase of expenditure on police and jails, which resulted from the civil disobedience movement and the picketing, naturally arrested any development of the social services which might have been achieved if circumstances had been different; but at least it is satisfactory that a check to development, and a general disrespect for law and order, were the worst achievements of the civil disobedience movement in this province, and that there were none of those massacres which have disgraced the history of the year in other places.

The course of events.

At the beginning of April 1930, though there were signs of increasing political activity in pursuance of the civil disobedience movement, it did not appear as yet to be strong in this province, particularly in the rural areas. The *Swarajist* members had already resigned from the Legislative Council and had been replaced by moderates; there were rumours of more active propaganda against the chaukidari tax, which is always an easy object of attack; and of course there were signs of a campaign for the unlicensed manufacture of salt; but apart from this, the main programme appeared to be the old one of lawyers abandoning their practice, and the students their schools and colleges, and of a boycott of foreign cloth and liquor shops. Enthusiasm was mainly confined to the towns, and was chiefly in evidence among the school boys and students. There were, however, signs of excitement among the aboriginals, particularly the Santals in Hazaribagh; and the increase in ordinary crime in Saran appeared to mark it as a likely danger spot. In May and June, the activities were becoming more definite; the salt campaign was continuing in Orissa, and though it had waned in Bihar, it was giving place there to the

picketing of foreign cloth and excise shops; attempts to boycott the police were continuing, and though this had led to only a very small number of resignations from the force, the continual preaching of contempt for the established order was rapidly bringing about a state of defiant lawlessness in the country-side. The arrest of all-India Congress leaders led to attempts at *hartals* which met with varying degrees of success, complete success being obtained only in Bhagalpur on the arrest of Pandit Jawahar Lal Nehru, when practically all the shop-keepers, under pressure, closed their shops. All sorts of false rumours were in circulation, such as a rumour that a Chinese army was marching on India, or that the Calcutta police had resigned *en masse;* that these rumours were being intentionally spread was shown by the fact that they were circulated on cyclostyled sheets, and it was decided to combat this move by the issue of an official bulletin three times a week. Though, fortunately, the *Bakr-Id* and *Muharram* festivals passed off without serious communal trouble, the strain on the forces of law and order was increasing, and steps were taken to increase the police force by the temporary addition of 200 men. By this time, the ordinances for the control of the press, and for the prevention of incitement to disaffection among the police, were in force; as a result of security demanded under the former, three newspapers which had been particularly violent ceased publication, while the latter ordinance made it possible to take measures to prevent the intimidation of the families of the police.

The anti-Government movement had developed most strongly and the greatest dangers were apparent in western Bihar; in the Patna division; in Monghyr and Bhagalpur; in Manbhum, where the local supporters of the movement were reinforced from Bengal, and in Balasore, where the salt campaign had led to more or less serious clashes between the police and processions of persons conveying contraband salt to the bazars. The unrest among the Santals of Hazaribagh was still apparent, and it was impossible to let the agitation go on, with the risk of the whole Santal tribe becoming inflamed. In almost all these areas, therefore, matters came to a head at about this time, owing to the action which was taken. In Manbhum, large crowds of demonstrators were in the habit of collecting in Purulia town, and there were dangerous signs of unrest among some of the aboriginal tribes; ordinary crime was on the increase, and on one occasion a small police party was attacked by a mob of villagers, who threatened to murder them, but eventually thought better of it. The general

situation improved considerably after the arrest and trial of some of the leaders, and after a detachment of the mounted police had been marched through the district. In Bhagalpur, a regular camp had been started at Bihpur, where volunteers were lodged in barracks and were taught drill and *lathi* play, the whole routine being regulated by bugle call. This could not be allowed to continue, and orders were issued that the police should take possession of the camp and break up the assembly. This was done without much difficulty on June 1st, but for several days afterwards large crowds assembled, which included large numbers of men armed with *lathis* who had been collected from the neighbouring villages, and these crowds had to be dispersed on many occasions by *lathi* charges of the police. The local police of course had to be reinforced to deal with the situation, and remained in possession of the camp for several months. While these events were going on, a prearranged attack was made upon the Superintendent of Police and a small party who accompanied him, while he was warning the occupants of a prohibited market to disperse. The party were attacked with *lathis* from all sides, but were just able to fight their way back to their car, and were fortunate to escape with their lives in spite of the attempts of the crowd to overturn the car. In Hazaribagh, the movement among the Santals was fraught with such danger that it was decided to arrest the leader, who though ostensibly a religious revivalist, was preaching contempt for the Government, and telling his ignorant followers that it was unnecessary to obey the law. He was sent to jail on his failure to provide security to desist from this form of activity, and this gave a distinct check to the movement. In other districts, there was an increase in the picketing campaign; the picketing, as a rule, degenerated into intimidation and violence, often accompanied by attempts to destroy the toddy trees, and this naturally led to clashes, not only with the customers but also with the police.

In July and the following months, there was a slow but distinct improvement in the situation. The advent of the monsoon, the measures taken to uphold the law and maintain the peace, and the counter-propaganda which was gradually beginning to take effect, all combined to keep the cultivators busy, to discourage the breakers of the law, and to encourage those who preferred constitutional measures to unlawful and violent methods. The Legislative Council, even with an election impending in the near future, gave all the support that the Government required for the carrying on of propaganda, and for reinforcements for the police, while very

little support was given to the campaign, which had been going on in the press, against the alleged brutality of the police. The demand put forward by Government for money for extra police was of course keenly debated, and some members were anxious to show that there was no unrest and no crisis to be met, that it was unnecessary to use force against a " non-violent " movement, and that the police had been guilty of violence and aggression without provocation. But the Government speakers were able to show that the police force in the province was less in proportion to area and population than in any other province; that the reserves were absolutely depleted owing to the necessity of keeping strong forces in disturbed areas; that crime was increasing, and that the police had behaved with exemplary restraint in face of the greatest provocation. Isolated parties of police were constantly liable to attack; they and their families, as well as the families of the village chaukidars, were subjected to insults and to social boycott, and their wives deprived even of the services of the village midwife. The strength of the case put forward by the Government was clearly recognized by the Council, who voted the demand by 48 votes to 18, while the supplementary demand for money to initiate propaganda against the civil disobedience movement was carried without any opposition at all.

Nevertheless, acts of violence continued to be frequent, and in many places it was dangerous for the police to go out to make arrests, except in sufficient numbers to repel attacks. In Balasore, Manbhum and Champaran, for instance, small parties of police, in making arrests or assisting in the collection of taxes, were attacked by mobs and received dangerous injuries; while in Dinapore a counter-propaganda meeting was attacked by a band of hooligans. The picketing campaign still continued strongly in North Bihar; in parts of Chota Nagpur it had led to a great increase in illicit distillation, and there was still a dangerous atmosphere in those districts which had all along been the most disturbed. About this time too, on account of the large number of arrests and convictions which had taken place under the ordinary law and under the ordinances, the jails were becoming so overcrowded as to interfere with the maintenance of discipline, especially as the prisoners who had found their way into jail for offences committed in pursuance of the civil disobedience movement were naturally not amenable to discipline, and did all they could to encourage insubordination among the ordinary prisoners. The result was that in more than one jail the police had to be called in to assist in forcing the

prisoners to desist from rank insubordination, and to obey orders. Some relief in the congestion was obtained by releasing ordinary prisoners who had nearly completed their sentence, and by freely withdrawing proceedings against agitators who repented of their misdeeds and submitted apologies in the course of their trial, but it soon became evident that these measures would not give sufficient relief, and that it was necessary to increase the accommodation if a real break-down was to be avoided. The experience of 1921 had shown that the lull which occurred in the monsoon months might not be a permanent improvement, and as there was no intention of being caught unprepared, the building of a new camp jail at Patna, capable of containing 4,000 prisoners, was promptly taken in hand, and completed within two months.

Meanwhile, peace parleys were going on with some of the all-India leaders at Simla, and attempts were made to exploit this fact as an indication that the Government was afraid of the Congress. The ultimate failure of the negotiations did not, however, stimulate agitation as might have been feared, and by October the general situation had considerably improved. Large numbers of volunteers were apologizing when arrested for their illegal activities; in some places *aman sabhas* or anti-civil disobedience meetings, organized by Government officers and loyalists, were actually getting a better attendance than the Congress meetings; the elections had passed off in the main without disturbances, the majority of the newly elected members being loyalists, who were prepared to work the constitution; in most places the anti-tax campaign and the picketing campaign had waned, and in schools and colleges it appeared that there was a general improvement and a relaxation of the attempted boycott. But there were still storm centres in Saran, which was still the most disturbed district in the province, in spite of the quartering of additional police there; while in Bhagalpur, lawlessness appeared to be spreading to the outlying parts of the district. It was significant that in this and neighbouring districts there had been an enormous increase in ordinary crime, particularly dacoity, and it was decided to post a force of additional police at the cost of the inhabitants in Bhagalpur district. In Monghyr, a small force of police had to withdraw before a mob of about 8,000 people, and though the leaders were produced for arrest when reinforcements to the police arrived on the scene, it was still evident that in this and in many other districts the movement still had sufficient strength to cause trouble.

Before and at the beginning of the Sonepur *mela*, the Congress volunteers attempted to interfere with the usual activities of the fair, and spread rumours that those who attended it would be harassed by the police; prompt measures were taken to deal with unlawful processions and meetings, and since the traders had little sympathy with any attempts to interfere with their custom, the crowd, contrary to the usual experience, was bigger, and trade was brisker, at the end than at the beginning. Owing to the protection which was given, the sales of English cloth were actually higher than in the previous year, which shows how much the boycott depended upon intimidation.

By November, however, the ordinances which had been most useful in fighting the movement, and whose duration was limited to six months, had expired, and though there were indications that the Congress partisans in the province were suffering from a lack of funds, a series of serious collisions with the police showed that it was too early to relax vigilance, or to assume that the movement was definitely moribund. In Jamalpur, where a large labour force is employed, rumours were started that a temporary rise in the price of rice was due to the presence of the liquor shops. As a result some of the shops were attacked, and papers were later found, bearing the heading of the Congress office, stating that these attacks by men from the workshops were instigated by Congress volunteers. When the police went out in the evening to arrest some of the culprits, they were attacked by a crowd of about 5,000 men; their ranks were broken more than once, and they were compelled to open fire, inflicting several casualties. In the Santal Parganas, the police went out to disperse a meeting, the holding of which had been prohibited; they were attacked, and several of them, including the Superintendent, were injured, while the Sergeant-Major sustained a broken skull; the crowd was finally dispersed with a *lathi* charge. In Hazaribagh, the police went out to search for *bhang*, and arrested a man with *bhang* in his possession. They were attacked and some of them received serious injuries, including a broken skull. In Saran, two attacks were made upon the mounted police within a few days of each other, when they went out to assist in the collection of the chaukidari tax. In the first, the commandant had to fire four shots with his revolver; even then the crowd continued to attack with clubs and brickbats from the cover of the houses, and eventually had to be dispersed by a charge; in the other affair the police had to fire and inflicted three casualties, after they had themselves received several injuries. In Champaran,

an *aman sabha* meeting was attacked by a crowd which had to be dispersed by the police with the assistance of loyalists. In Muzaffarpur, an order prohibiting a meeting to celebrate certain political events was disobeyed; the police were attacked and had to open fire with buckshot, causing a few casualties, of which one was fatal. In several other places also the police had to use force to disperse similar meetings, while in Gaya a meeting was forestalled by a raid upon the volunteers' headquarters. In several districts there was a revival of picketing, and in Balasore attempts were made to revive the manufacture of salt, while attempts were renewed in many parts of the province to undermine the loyalty of the police by means of leaflets, appealing to them to abandon their service. It was becoming evident, therefore, not only that the movement was in danger of degenerating into greater lawlessness, but also that the lapse of the ordinances was being followed by a deterioration in the areas where the situation had, with such difficulty and patience, been brought under control, and this tendency was likely to be aggravated by the release of leaders whose sentences were shortly to expire.

The marked increase in ordinary crime in the districts where the civil disobedience movement had been strong, compared with an actual decrease in districts which had remained comparatively unaffected, affords a significant proof of the extent to which the ordinary everyday peace of the country depends upon the general respect for the law, and the prestige of the powers that administer it; once that respect is undermined, the ordinary police force becomes unable to afford adequate security for life and property. Thus dacoities increased four or five fold in Champaran and Purnea, and burglary increased by fifty per cent or more in Monghyr, Shahabad and Saran; while in Palamau and Sambalpur, which were comparatively unaffected by the movement, this form of crime had decreased by nearly half. Meanwhile illicit distillation was rife in parts of Chota Nagpur, as a result of the campaign against the licensed shops; the shortage of money and the fall in prices of agricultural produce were accentuating the effect of this campaign upon the revenues of the province, the fall in the excise revenue being about 26 lakhs up to the end of November. On the other hand, the attempt by the Congress to set up parallel institutions, with an organization of arbitration courts, never attracted much support except in Shahabad and one or two other districts, and even there they did not develop into a serious menace.

Saran was again conspicuous in December when a meeting was held near a police-station advocating non-payment of taxes. Some arrests were made and the police were forthwith attacked by a mob of 2,000 people; in spite of opening fire, the police were forced to fall back, and the mob was contemplating an attack on the police-station when reinforcements arrived. In January, another serious affair took place in Manbhum, where a fair to commemorate the death of a Congress leader was prohibited. The magistrate and police were attacked, and had to open fire in self-defence, after several of the party had been injured. Nevertheless in January, the revival in particular of the Press Ordinance, and of the ordinance dealing with Unlawful Instigation, together with action which had been taken in various districts to declare the associations of volunteers unlawful under the Criminal Law Amendment Act, and the posting of additional police in disturbed areas in Saran and elsewhere, were having their effect in an increasing weariness among the forces of disorder. This lull continued until the all-India leaders were released for the negotiations, which ended in the signing of the pact in March between the Viceroy and Mr. Gandhi, when for a time there was a fresh revival and several incidents occurred.

The most serious incident was at Beguserai where large crowds assembled to celebrate the so-called " Independence Day "; they resisted attempts to control their processions and to guide them along certain routes, so that eventually it became necessary to arrest their leaders, and this was the signal for an attack upon the police with *lathis* and brickbats. The police were surrounded on three sides, and had to resort to firing which resulted in the death of several rioters. Minor incidents took place in other districts of Bihar, and in more than one instance prisoners were rescued from the custody of the police.

The position really now was that all were waiting to see what was going to happen. People were tired of civil disobedience, partly on account of its own inherent futility, and partly because of the action which had been taken to suppress its most lawless manifestations, and the troubles which lawlessness brought in its train. On the other hand, the release of some of the leaders had raised false hopes of greater success; and concessions which were granted to pave the way for the deliberations at Delhi caused particular uneasiness among the police, who viewed with serious apprehension the persistent demand for enquiries into the alleged police excesses; not because there was any fear that an impartial enquiry would

result in an unfavourable finding, but because it was clear that no enquiry would satisfy those who so loudly demanded it, unless it resulted in a condemnation of the police. The implication that the police were guilty of excesses while those who broke the law were innocent, naturally aroused the greatest resentment. There is no doubt that had the police enquiry been agreed to, it might have produced a disastrous effect upon their morale.

In this state, matters remained until the agreement was concluded on the 5th of March. The dropping of the demand for a police enquiry caused general satisfaction, but apart from that, the first news of the settlement was received with mixed feelings in different parts of the province. Some regarded it as a success for the Congress, and the common people were naturally somewhat bewildered at the sudden turn of events; but in other quarters it was felt that the Government had got the best of the bargain. The tendency of the speeches delivered was to depict the pact as nothing more than a truce, during which the volunteers were exhorted to prepare themselves for greater activity and sacrifice when the truce should come to its predicted end.

Measures were promptly taken to release those political prisoners whose release was due in accordance with the terms of the pact, but this naturally caused some difficulty, as it would have been dangerous, if not impossible, to release all at one time. At first some of the prisoners refused to leave the jails unless all were released simultaneously, but they soon gave up that attitude and were released in batches of 200 and 300. Attempts to stage demonstrations on their release did not meet with success, partly because the would-be demonstrators were short of funds. Although they accused the Government of delaying the release of prisoners, the Congress leaders in the province did not issue instructions to the local organizations as to the action to be taken to carry out their side of the pact till March 21st; speeches attacking the police and alleging that they had committed excesses continued to be made, and threats were held out that they would be suitably dealt with by a future *Swaraj* Government; the masses did not understand the subtle distinction between boycotting for political and non-political reasons, and cases of molestation by picketers continued to occur. The idea had got abroad that all additional police would be withdrawn immediately after the settlement, but the increase in ordinary crime and the possibility of attacks upon the ordinary police in the most lawless areas rendered this impossible.

After the year came to an end on March 31st, the general situation showed a gradual improvement. Though communal tension was high, and though the Muhammadans were particularly apprehensive after the massacres in Cawnpore in March, the *Bakr-Id* and *Muharram* festivals passed off without serious trouble. For a time, there was a good deal of talk of the setting up of parallel institutions, but these did not lead to any serious results, and the general situation throughout the rest of the year 1931 may be summed up by saying that the moving spirits of the Congress party were trying to keep alive an interest in their future programme, among a population which for the most part had got thoroughly tired of it.

To put the matter in a nutshell, and taking one by one the various items on the programme with which the year opened in April 1930,—the salt campaign in Bihar collapsed almost as soon as it began, and even in Orissa it merely caused trouble and produced no other substantial result; the colleges were hardly affected at all, and the schools not much more so; the boycott of foreign cloth interfered with the trade, though sales continued to be made when they could be made surreptitiously; the picketing was lively and produced a deplorable effect upon the revenue, and a considerable amount of illicit distillation; the anti-chaukidari-tax campaign produced nothing except riots and the presence of additional police; the whole had produced a spirit of lawlessness and a crop of burglaries and dacoities far above the normal, and achieved less progress towards constitutional advance than would have resulted from a determined attempt to work the existing constitution, and to use constitutional methods. Yet after all, the province was lucky; things might have been much worse. There was plenty of room for hope that even a revival of the civil disobedience movement would meet with little support, and that the province would gradually settle down into normal conditions.

Labour and communal trouble.

It will be seen from what has been said above, that the political situation was fortunately not complicated by serious labour trouble, in spite of the fact that the year was one of acute industrial depression. Perhaps it would be more correct to say that it was because industrial employees realized that the industrial depression must lead to discharges, that they were anxious not to court dismissal by making themselves prominent. At the beginning of the year there was some unrest in the Kumardhubi Engineering Works at Dhanbad, and in the East Indian Railway collieries in

Giridih, but it did not assume serious proportions. There was also unrest on the Bengal-Nagpur Railway in June and July, which resulted in a short-lived strike in August; but Jamshedpur, during most of this time, was unusually quiet. In Jamshedpur, there were two labour organizations, the older one being the Labour Association, from which Manek Homi broke off and founded the Labour Federation in 1929; the former represented mainly the Bengali element, with Mr. Subhas Chandra Bose as president, and the latter the up-country skilled and unskilled labour element, with Manek Homi as president. The Federation suffered severely by the conviction and imprisonment of its president, first for criminal intimidation and secondly for embezzlement. Both unions fell gradually more and more into low water, mainly because the company ceased to allow subscriptions to be collected by deductions from pay-bills; negotiations for the amalgamation of the unions came to nothing, largely on account of jealousy among the leaders. So long as legal methods are used, and the activities of the unions are confined to legitimate objects, it is not the business of Government to interfere in disputes between the company and its employees; and though it was always necessary to keep a large force of police on the spot in case of emergencies, there was little or no actual trouble.

Relations between Hindus and Muhammadans.

In communal matters the year was marked by tension rather than by actual trouble. There was friction over the *Ramnawami* processions in Hazaribagh, and at the *Bakr-Id* there was a riot at one place in Shahabad district, where feeling always runs high at that festival; a threatening crowd of Hindus was attacked by the Muhammadans and one was killed. There were also one or two cases in which cows were rescued by the Hindus. There were a few clashes over the *Muharram* processions, two of which ended fatally. A riot occurred in Champaran district in September, apparently because the local Muhammadans were refusing to take their share in the agitation, in which they were only adopting the attitude of the majority of Muhammadans throughout the province.

The Press.

The civil disobedience movement was the main subject figuring in the press throughout the year, and the extremist press naturally played a great part in working up the agitation in the early months, decrying the " injustice, atrocity and selfishness of the English ", the brutality of the police, and proclaiming " the burning desire of the country for independence which could only be obtained through civil disobedience." It has already been noticed that

when the Press Ordinance was introduced in April 1930, the demand for security from some of the more violent newspapers resulted in their ceasing publication. Even the remaining papers for the most part entirely neglected to examine in detail the Simon Report, and were content to ridicule it as " eyewash ", " an addle egg for the zamindars ", and such expressions. The proposals for the reduction of the representation of zamindars in the Councils, and for the increases of taxation which would affect them, aroused especially the opposition of the papers representing the landholders' interests. Similarly only one or two papers professed to see any hope in the Round Table Conference; and most derided it as a waste of time and as a bait which could only deceive, but never satisfy, the Indian nationalists. When the Press Ordinance lapsed, the old campaign of vilification was revived, emphasis being given to the success of the civil disobedience movement and the brutality of the police. The mere reintroduction of the Press Ordinance in January was sufficient to cause two papers to cease publication; warnings were issued to others which had been publishing objectionable matter, and security demanded from two others, which thereupon ceased to appear. The Press Ordinance itself was denounced as " the blackest of all black ordinances " by which 240 millions of people of British India were gagged. Acknowledgments of the work done by the police were not entirely absent, and a few papers refused to take part in the campaign in support of the civil disobedience movement. One Oriya paper in particular, the *Satya Samachar*, did good public service in providing reliable news and dispelling false rumours.

Communal matters were not given great prominence, though from time to time the vernacular papers were prompt in scenting out supposed instances of communal injustice. Most of the Muhammadan and some of the other papers were against the Sarda Act. which prohibited child marriages, and even the *Express* remarked that it was a pity that this law, which had not the support of the majority, had been placed on the statute book. The withdrawal by the British Medical Council of recognition to Indian medical degrees naturally met with the warmest disapproval, and was characterized as a further example of exploitation of India. The Oriya papers were chiefly interested in the constitution of Orissa as a separate province, and generally welcomed the proposals of the Simon Commission in this respect. Little interest was taken in foreign affairs, the main topic being the treatment of Indians in the dominions and colonies.

The economic situation.

The outstanding fact of economic importance in the year was the catastrophic fall in prices of agricultural produce which began about October, and was so rapid that grain was selling in December at two-thirds of the price at which it was sold a couple of months before. Fortunately crops were generally good, and cultivators, having had good harvests in recent years as well, were in a fairly strong position; but still the fall in price did cause difficulty in the disposal of stocks, and therefore in the payment of rent and cess. There was a very distinct shortage of money and credit, which got no less acute as time went on. The low prices were of course particularly unfortunate for those whose rents had been enhanced in the years of high prices, and still more so for those who, holding land on produce rent, had had the rents legally commuted to cash rents in the years when prices were high. Owing to the comparatively low pitch of rents in this province, the pinch was not so keenly felt as in some of the other provinces, and it did not lead to any strongly pressed agitation for a reduction of rents; there was not actual distress arising from a shortage of food, because the grain was there, but there was bound to be a fall in the standard of living below the level which had been reached two or three years before. Though land revenue was not affected, the low prices and the shortage of money increased the effect of the picketing campaign upon the excise revenue. In some quarters it was reported that the fall in prices helped to bring the Congress into discredit, for it was argued that the fall must be due to the civil disobedience movement. Prices of agricultural products now respond much more to world causes and less to local causes than they did in past years, and a failure of the winter paddy, and of the spring harvest of 1931, would have greatly aggravated the difficulties of the agricultural population, which forms three-quarters of the total population of the province, but fortunately these crops were, on the whole, good. Prices did not show any sign of a sustained rise during the whole of the rest of the year.

CHAPTER II.

Finance.

Financial position of Bihar and Orissa.

The fact that the province is the poorest in India, and the reasons for that poverty, have already been elaborated in previous reports, and it is unnecessary to do more than to summarize them here. The fact of its poverty as compared with other provinces is clearly shewn by the following table, which indicates that the revenue and expenditure per head is only about two-thirds of that of any other province, and not much more than one-fifth of that of Bombay :—

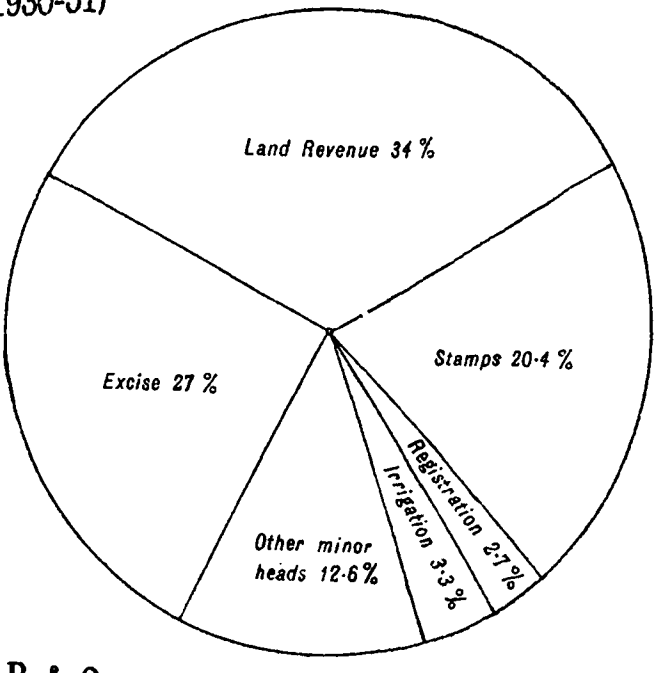
Province.	Population in millions according to the census of 1931 (provisional figures).	Revenue in crores of rupees (excluding extra-ordinary receipts) according to the budget estimate of 1930-31.	Revenue per mille.	Expenditure per mille.
1	2	3	4	5
			Rs.	Rs.
Bihar and Orissa ...	38	5·85	1,539	1,584
Madras ...	47	18·47	3,929	3,966
Bombay ...	22·2	15·60	7,027	7,090
Bengal ...	50·1	10·97	2,190	2,347
United Provinces ...	48·4	12·84	2,653	2,628
Punjab ...	24	10·95	4,562	4,675
Central Provinces ...	15·4	5·55	3,604	3,597
Assam ...	8·6	2·88	3,349	3,407

The main reason for this low standard of revenue is that in the greater part of the province the land revenue is permanently settled, with the result that this form of revenue, which is the backbone of the revenue of other provinces, is almost completely inelastic. In large portions of the province (mainly in Bihar) the land revenue, when it was fixed at the permanent settlement, did certainly bear some relation to the assets on which it was based; but even in those areas, owing to the rise in the rents and the extension of cultivation, the fixed land revenue is now only about one-eighth of the assets, whereas in other provinces the land revenue is about one-third to one-half of the assets. But in many of the large permanently-settled estates in other parts of the province, the land revenue does not, and never did, bear any relation to the value of the land, and was merely a form of tribute which was recognized as the revenue payable. In those estates the revenue is an insignificant proportion of the annual value. When to this is added the fact that incomes from land are exempt from income-tax, it is not surprising to find that the province is hard put to it to raise the necessary revenue to pay its way, and can find no money for the increasing activities expected of a modern Government.

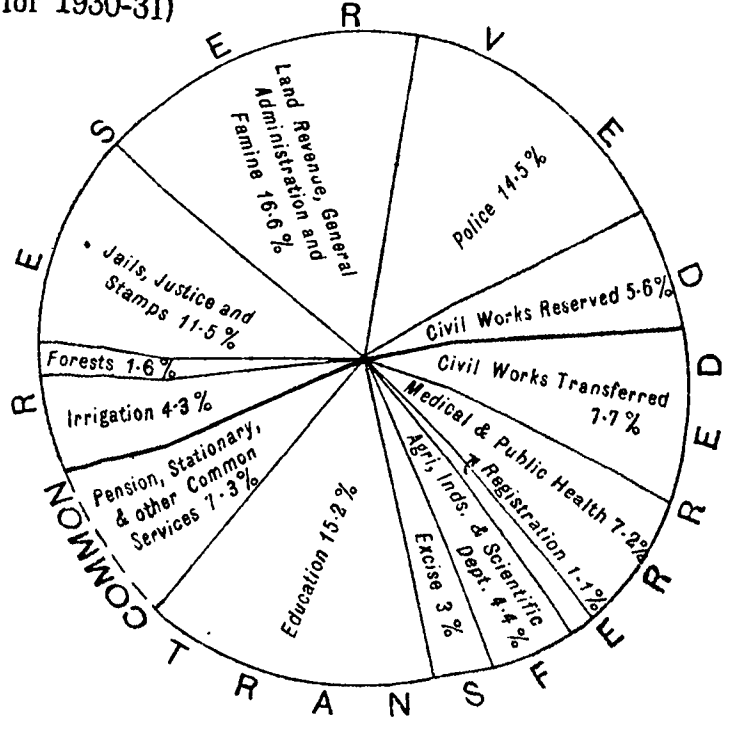
In the matter of land revenue, Bihar and Orissa is worse off even than the other provinces which are in part permanently settled, and the reason for this is historical, viz. that when the permanent settlement was made, Bihar and Orissa was less developed than the rest of Bengal. In that area which now constitutes Bengal, the permanently-settled land revenue is Rs. 216 lakhs for 60,000 square miles, but in Bihar and Orissa it is only Rs. 106 lakhs for 67,000 square miles. It has been calculated that if agricultural incomes were liable to income-tax and the revenue resulting therefrom were available to the province itself, the result would be an extra income of Rs. 70 lakhs; if the province were " temporarily settled ", and 40 per cent of the annual assets were taken as revenue, the increase in revenue would be Rs. 2¼ crores.

For some years after the reforms of 1921, the revenue of the province did expand, from Rs. 453 lakhs in 1921-22, and Rs. 494 lakhs in 1922-23, until it reached a maximum in 1926-27 of Rs. 574 lakhs. Since that year, it has decreased to Rs. 527½ lakhs in 1930-31. The main reasons for the expansion between 1922-23 and 1926-27 were that the excise revenue was growing, and there had been an increase in the stamp revenue, chiefly occasioned by the raising of the scale of court-fees in 1922 and the increase in litigation.

Revenue in B. & O.
(Actuals for 1930-31)



Expenditure in B. & O.
(Actuals for 1930-31)


REVENUE
Land Revenue, General Administration and Famine 16·6 %
Police 14·5 %
Civil Works Reserved 5·6 %
Civil Works Transferred 7·7 %
Medical & Public Health 7·2 %
Registration 1·1 %
Agri., Inds. & Scientific Dept. 4·4 %
Excise 3 %
Education 15·2 %
Pension, Stationary, & other Common Services 7·3 %
Irrigation 4·3 %
Forests 1·6 %
Jails, Justice and Stamps 11·5 %
COMMON
TRANSFERRED

The possibility of any further improvement in the existing sources of revenue is very small. Land revenue cannot increase much for the reasons explained above, and because in Orissa, which is the only large temporarily-settled area, the revenue has already been recently resettled and fixed for thirty years. Excise has suffered a severe loss owing to the civil disobedience movement and to the economic depression; even if normal conditions are restored, it is not likely to expand beyond the revenue of 1926-27, for it was recognized that even before the civil disobedience movement began, the peak had been passed. It is in fact evident that since the province is committed to a policy of discouraging consumption, there comes a point beyond which the excise revenue cannot expand.

Two-thirds of the provincial income used to come from these sources, land revenue and excise, and there is no more reason to expect any permanent substantial improvement from the other minor sources of revenue than there is from them. There may be an increase from court-fee stamps in the undesirable event of an increase in litigation, but that would be offset by an increased expenditure on judicial staff. It has already been necessary to refuse to undertake any new recurring expenditure, and to put an almost complete stop to any new expenditure on public works, and there can be no expansion of the services administered by the reserved or transferred departments unless new sources of revenue can be made available. The province will receive a little from the import duty upon foreign salt which was imposed in 1931, but this will expire in March 1932. The possibilities of a tax on tobacco are being examined, but even this would not produce the substantial increase which is required.

The budget of 1930-31.

The budget of 1929-30 had been based on the assumption that that year would open with a balance of Rs. 1,60,72,000, and provided for an anticipated revenue of Rs. 5,84,81,000, and an expenditure chargeable to revenue of Rs. 6,12,37,000. After allowing for recoveries of loans and advances, and for certain expenditure not chargeable to revenue, such as loans and advances by the provincial Government, it was anticipated that the year 1929-30 would close with a balance of Rs. 1,11,71,000. When the budget for 1930-31 was presented by the Finance Member on the 10th February 1930 he showed that the year 1929-30 had actually opened with a balance of Rs. 1,71,89,000, owing mainly to the expenditure in 1928-29 having been Rs. 11 lakhs less than had been anticipated.

At the same time, the revised estimate of revenue for 1929-30 was Rs. 3,78,000 better than the original budget estimate, and the revised estimate of expenditure was one lakh less than the budget estimate. After allowing for a reduced expenditure on heads not chargeable to revenue, it was anticipated that the year 1929-30 would close, and the year 1930-31 would open, with a balance of Rs. 1,41,94,000 (roughly Rs. 30 lakhs more than the original estimate) out of which Rs. 40,65,000 would be earmarked for the famine relief fund.

The estimate of revenue for 1930-31 in the budget presented on the 10th February 1930 was Rs. 5,84,55,000, in arriving at which figure it was assumed that the land revenue receipts would be Rs. 5 lakhs more than the revised estimate for 1929-30, and that the excise revenue would be Rs. 2½ lakhs more. The improvement expected in land revenue was not a permanent improvement, but was mainly due to the fact that recoveries from landlords and tenants of the costs advanced by Government for the Ranchi settlement would begin. The hope of an improvement in the excise revenue was justified by the fact that an improvement had begun as a result of the good harvest. Adding the opening balance, the revenue, and the receipts outside the revenue account, it was anticipated that the total sum available in 1930-31 would be Rs. 7,52,48,000.

Owing to the fact that at certain periods of the year the outgoings largely exceed the receipts, it is necessary to keep a sum of Rs. 75 lakhs in the ordinary balance of the province, in order to avoid the necessity of incurring an overdraft with the Government of India; in addition a sum of Rs. 15 lakhs has to be kept in the famine relief fund. It was not considered sound policy to reduce the balance to the bare minimum necessary to carry on, but it was felt safe to incur some new expenditure and budget for a smaller closing balance at the end of 1930-31; the budget therefore provided for an expenditure of Rs. 6,01,68,000, which after allowing for expenditure on items not chargeable to revenue, would leave at the end of 1930-31, a balance of Rs. 1,22,41,000, of which Rs. 40,89,000 would belong to the famine relief fund.

Since the expected increase in revenue was mainly not of a permanent nature, it was possible to allot only Rs. 2 lakhs to new recurring expenditure, and the rest of the increased expenditure was allotted to non-recurring items. On the reserved side, amongst the new items of recurring expenditure, the budget provided for

improved scales of special pay and allowances for Sub-Deputy Collectors employed on special classes of work, an improvement which had been repeatedly pressed in the Council as being desirable. Provision was also made for the creation of three new posts of munsifs, with the corresponding establishment, to cope with the increase in civil court work. On the transferred side, provision was made for the inauguration of a new superior educational service, which would gradually supersede the existing Indian Educational Service; for improvements in the teaching staff of the Medical College at Patna; for a Lady Doctor at the Radium Institute; for extra staff and vaccine for anti-cholera inoculation; for increased grants for measures to fight against leprosy; for improved water-supply in municipalities, and for improvements in the primary education facilities for girls.

A large portion of the new non-recurring expenditure was allotted to buildings, among them being residences for one District Officer, and several for certain of the judicial staff and Deputy Magistrates, besides improvements to several court buildings; on the transferred side provision was made to rebuild the Sambalpur hospital and the Gaya zila school, and to make rebuilding grants to various high schools. Two new agricultural farms at Muzaffarpur and Dumka were to be opened, and provision was also made for an expenditure of Rs. 50,000 on the Ranchi-Simdega road. Of the new expenditure provided in this budget, roughly half the recurring and two-thirds of the non-recurring were allotted to the transferred departments, and the balance to the reserved departments.

Financial developments during the year.

Actually the year 1930-31 opened with a balance of nearly Rs. 8 lakhs more than had been anticipated in the budget. The increase was due to the fact that expenditure charged to revenue in 1929-30 was approximately Rs. 2 lakhs less than had been expected when the budget for 1930-31 was presented, and that there had been a further decrease in the expenditure not charged to revenue, and an increase in the receipts in the last two months of 1929-30.

But as the financial year progressed, there were no other bright spots in the picture at all. There was a disastrous fall in the excise revenue owing to the civil disobedience campaign, so that the revised estimate of excise revenue was Rs. 43 lakhs less than the original estimate. None of the other sources of revenue showed any considerable improvement over the original estimates, which might have compensated for the fall in excise, and at the same

time expenditure increased. The increase in expenditure was mainly due to the civil disobedience movement, which involved an extra Rs. 10½ lakhs for jails, partly for the feeding of the increased jail population, and partly for the building of a new emergency jail at Patna to provide extra accommodation.

Actually the excise revenue of the year fell below even the revised estimate, and amounted only to Rs. 142 lakhs. The total revenue of the year was Rs. 527½ lakhs, and the expenditure charged to revenue Rs. 606 lakhs. The year closed with the smallest balance of any since the province was formed, amounting only to Rs. 82½ lakhs, and further drastic cuts in expenditure had to be made in 1931.

It can fairly be claimed that Bihar and Orissa has made the most of its resources. Though the Meston settlement left it poorer than any province in India, in proportion to its population and area, and though its constitution as a province in 1912 involved heavy expenditure on capital equipment, the province has managed its finances on the most conservative lines, and has refrained from incurring debt. It has preferred to forego much of the development possible in richer provinces rather than place itself in an unsound financial position. But this cannot go on indefinitely; with the blows which its revenue has suffered from the civil disobedience movement and the general economic depression, its balances are likely to be depleted to the point of danger, in spite of the drastic retrenchments made in 1930-31 and again in 1931-32. The very economy with which its finances have been managed in the past has made the possibilities of retrenchment small, and unless new sources of revenue can be found there is likely to be a marked retrogression in the standard of administration, which is already cut as fine as it can be. The only satisfactory feature is that the province has managed to pay its way.

CHAPTER III.

The Legislature.

Sessions of the Council.

As usual, two sessions of the Council were held during the year. The last session of the third Legislative Council was held at Ranchi in July 1930, and the first session of the fourth Legislative Council was held at Patna between January and March 1931. This session was opened by His Excellency the Governor in person, and his speech in opening the Council will be found in Appendix IV. In all, there were 27 meetings, of which six were wholly and one was partly devoted to non-official business.

The general election for the new Council was held in September 1930. Forty-one members of the old Council retained their seats, and thirty-five new members were elected. The Swarajist party did not stand in the general election, and therefore the new Council was practically wholly composed of the moderate elements.

Before the new Council met, the Hon'ble Khan Bahadur Khwaja Muhammad Nur, who had been President of the Council for seven years, was appointed as a Judge of the High Court and, therefore, the office of President became vacant. The Council met on the 19th of January under the Chairmanship of Mr. Hallett, who had been nominated by the Governor to be the Chairman to preside over the Council until a President was duly elected. Nominations for the office of President were called for and three nominations were received, and as a result of the voting Babu Nirsu Narayan Sinha was elected President, and his election was approved by the Governor. The voting for the office of Deputy President was taken on the next day, and out of four nominations Rai Bahadur Lakshmidhar Mahanti was re-elected to the office, which he had held in the previous Council. The recorded proceedings of the Council throughout the year leave a distinct impression of its willingness to bear its proper share of responsibility for the good government of the province, and of an absence of purely destructive criticism, and, but for the ever-present difficulty of finance, would provide good ground for hope of future progress, when once the overheated political atmosphere has cooled down.

Legislative business.

Altogether five Bills were passed by the Council during the year, of which the most important was the Bihar and Orissa Motor Vehicles Taxation Bill. This was introduced in the winter session of 1930, and passed by the Council on the 1st July of the same year. The Act imposes a tax on motor vehicles, in order to enable the local Government to raise funds for road development. The annual tax varies from Rs. 5 in the case of motor cycles, to Rs. 50 in the case of an ordinary private five-seater car, and larger amounts in the case of commercial vehicles for goods and passenger transport. There was a certain amount of opposition to this Bill, but it was carried after Government had agreed to hand over the proceeds of taxation to the district boards concerned. The rate of taxation is lower in the case of vehicles fitted with pneumatic tyres than it is in the case of vehicles with solid tyres. The Act has been in force since January 1931, and in a full year the revenue is estimated to be about Rs. 5,77,000, a sum which will be of substantial assistance to the local bodies in improving their communications.

The Bihar and Orissa Municipal Amendment Bill was also introduced in the winter session and passed in the July session of 1930. The object of this Bill was to amend the existing Municipal Act in such a way as to make more adequate provision for the imposition of a drainage tax for making or maintaining a drainage system, whether it be a sewerage system or a surface drainage system, in a municipality. A supplementary Bill to this Act was introduced and passed in the winter session of 1931, simply for the purpose of clearing up a clerical mistake in the original Act. The Bihar and Orissa Places of Pilgrimage (Amendment) Bill was introduced and passed into law on the 20th of March 1931, and empowers lodging house committees to place their funds in any bank or branch bank which is used as a Government treasury, or to invest their surplus money in securities approved by Government. The Bihar and Orissa Opium-Smoking (Amendment) Bill of 1931 was introduced on the 20th March 1931 and passed on the next day. It is recognized that it is almost impossible to break the habit of opium-smoking when once it has been formed by an individual, and the most that can be done is to ensure as far as possible that no new persons contract the habit. The original Act, which was passed in 1928, therefore provided that those who are addicted to opium-smoking should be entered in a register, and anyone who was not registered by a certain date would henceforward be liable to prosecution and punishment, if he

indulged in the habit. There was no means of forcing the existing addicts to register their names, and after the period allowed for registration came to an end, it was found that hardly more than half the total number of known opium-smokers had registered. The object of the amending Bill was, therefore, to let the registers be re-opened in order to bring all the addicts on to the register, for it was felt it would be unwise and almost impossible to enforce the law against all those who had failed to register their names so far. During the period when the registers were re-opened, it was, of course, possible to convince the unregistered addicts of the necessity of registering, by launching a few selected prosecutions.

Besides the above Bills, which were passed into law during the year, two other Bills which had been introduced in the previous year came up for discussion. The Bihar and Orissa Local Self-Government Amendment Bill, a private Bill which aimed at securing representation of Muhammadans in district boards by means of a separate electorate, came up for discussion during the autumn session. A motion was adopted for the circulation of the Bill for the purpose of eliciting public opinion, but as this was the last session of that Council before the general election, the Bill automatically lapsed. A similar Bill for a separate electorate in the municipalities had been referred to a select committee in the winter session of 1930; the report of the select committee was presented to the Council in the autumn session of 1930, but the motion for the consideration of the Bill was negatived. The Bihar and Orissa Mussalman Waqf Bill, which had been referred to a select committee, came up in the Ranchi session but was withdrawn, as there was no substantial agreement on the main provisions of the Bill.

Two more Bills were introduced during the year, and were circulated for the purpose of eliciting public opinion thereon. One of these was to enable district boards to impose a tax on carts, and so to raise funds for improving their roads, and the other was to enable the Government to take over the duties and powers of a municipality in respect of the assessment and collection of taxes, either *suo motu* or on the application of the commissioners. All the Bills which were dealt with during the year were, therefore, concerned with the Local Self-Government Department of Government, and all but three, viz. the Bills regarding Muhammadan representation, and the Bill regarding the taxation of carts, were introduced by Government.

Resolutions.

Out of a very much larger number of resolutions of which notice had been given, twenty-one actually came up for discussion. Of these, one was adopted, eight were withdrawn and twelve were lost. Nearly half of the resolutions which came up for discussion referred to educational matters, such as the opening of an intermediate class at the Gaya zila school, the curtailment of the number of courses taught in schools up to the middle standard, a change in the constitution of the Madrasa Examination Board, the teaching of Hindi as a principal subject at the Patna College, the removal of the restriction on the number of students who can be put under a single teacher, the institution of a degree college at Ranchi, the introduction of free primary education, and the abolition of posts of Divisional Inspectors of Schools. All these were withdrawn or negatived without a division, and the only resolution which was passed was a proposal to make permanent the Ayurvedic and Tibbi schools at Patna, which was agreed to without a division. The resolution proposing the inauguration of free primary education throughout the province was lost without a division, after the Minister-in-charge had pointed out that it would cost Rs. 10 lakhs a year to make primary education free, even if it were not made compulsory. There were two resolutions regarding the classification of political prisoners, one of which was withdrawn; the other, which aimed at a classification which would entirely distinguish them from prisoners of any other class, even if they had been guilty of murderous assault or any other form of violence, was negatived without a division.

There were three resolutions recommending the reduction of fees or other forms of revenue payable to Government. One of these aimed at a reduction in the chaukidari tax in Chota Nagpur. The motion received little support, and after it had been pointed out that, in Hazaribagh district, there was only one chaukidar to every three square miles, or one chaukidar to 110 houses, and that the wage paid to the chaukidar was only four rupees per month, costing the inhabitants only a little over two annas per head per annum, the motion was lost without a division. Another resolution asking for a reduction of the canal rates on the Sone and Champaran canals was lost by three votes. The third asked for a suspension of half of the rent and revenue for the current year. In the course of the discussion of this resolution, it was pointed out that Government had no power to order a suspension of half the rents in the permanently-settled estates, and that

even in the temporarily-settled estates of Orissa, the enhancement which had recently been made in the revenue was considerably less than the enhancement which might legally have been made, in view of the high price which was prevailing at the time of the resettlement, and that even after the recent fall in prices, the rents were not high; in fact they were relatively not higher than the previous rents were when they came into force in 1897. Moreover, even in the temporarily-settled estates the Government has no power to order a suspension of the rents except when the revenue itself is suspended, and there had been no application from any of the landlords for a suspension of revenue. The resolution was ultimately lost by 35 votes to 25.

Questions.

The number of questions asked during the year was 219, against 377 in the previous year, and the number of supplementary questions was 223 against 457. The number asked during the year was only about one-third of the number which had been asked in the year 1928-29.

Budget discussions.

As usual, the presentation of the budget for 1931-32 took one day, and two days were devoted to the general discussion, while the voting of demands for grants occupied nine days. There were fifty-three motions for reduction or omission of budget demands, and of these one was carried, fourteen were rejected and thirty-eight withdrawn. Apart from the main budget, there were 38 supplementary demands and two demands for excess grants, all of which were carried.

The budget was introduced on the 13th of February 1931 by the Hon'ble Raja Rajendra Narayan Bhanja Deo, O.B.E., Finance Member. His Excellency the Governor in opening the Council on the 21st January had given an indication of the disastrous effect upon the revenues brought about by the civil disobedience movement, and the greater expenditure which it had entailed upon police and jails. The Finance Member explained that the excise revenue, which is nearly one-third of the total revenue of the province, had been adversely affected to a disastrous extent both by the civil disobedience movement, with its intensive campaign against this form of revenue, and by the sudden fall in prices of agricultural products which had taken place from about October 1930. The civil disobedience movement had had an increasing effect in the first four months of the year, until in July the revenue was Rs. 5½ lakhs less than in the previous year. From that date, the revenue began to improve, but in November again

it was Rs. 4½ lakhs less than in the previous year, and it was clear that a new factor had appeared, viz. the fall in prices. This factor existed until the end of the year, and the revised estimate for the revenue of the year was Rs. 43 lakhs less than the original estimate. On the expenditure side, it was estimated that the jails and convict settlements would cost Rs. 10½ lakhs more than the original estimate, and the police Rs. 1½ lakhs more. Allowing for the fact that the year had opened with a somewhat larger balance than had been estimated, and that certain other items of revenue and expenditure had been better than the original estimate, it was expected that the year would close with a balance of Rs. 40 lakhs less than had been budgetted.

The Finance Member then went on to explain that the revenue for the next year was estimated to be only Rs. 5 crores and fifty-four and a half lakhs, even allowing for an improvement of Rs. 11 lakhs in the excise revenue over that of 1930-31. On the other hand, the ordinary obligatory expenditure would amount to Rs. 5 crores and seventy-four lakhs, and this would have meant that the ordinary closing balance of the province, apart from the Famine Relief Fund, would be only Rs. 14½ lakhs. The Famine Relief Fund stood at a sum higher than the amount which has to be kept ear-marked for this purpose, namely Rs. 15 lakhs, and the intention had been to keep this money for the purpose of financing certain big schemes which were necessary for the well-being of the province. It was, however, no longer possible to keep this sum untouched, and it was proposed to transfer Rs. 20 lakhs from the Famine Relief Fund, in order to meet some of the non-recurring items which appeared in the budget. Further, the estimated expenditure was pruned in every possible way and reduced by nearly Rs. 9 lakhs, so that the budget as introduced provided for a balance at the end of 1931-32 of Rs. 69½ lakhs, of which Rs. 30½ lakhs would be in the Famine Relief Fund. This pruning of the ordinary expenditure was only affected by the most drastic economy, and involved the cutting down of the discretionary grants at the disposal of His Excellency the Governor and the Hon'ble Ministers and the Commissioners, by reducing the grants for improvements in Government estates, by reducing the provision for training teachers, for scholarships, for water-supply and drainage schemes, and by reductions in the grants for the maintenance and repair of public works. Certain new items of expenditure were essential, but only Rs. 6 lakhs could be provided for these against Rs. 28 lakhs in the previous year.

A deficit budget of this nature, wherein a diminished revenue had to be nicely adjusted between the reserved and transferred departments, was naturally the object of a great deal of criticism. It was urged that the fall in excise revenue was not a passing phenomenon, and that it had come about as a result not only of the civil disobedience movement and the economic depression, but also as a result of a real and permanent movement of social reform. Though it was pointed out that this claim was hardly borne out by the fact that the fall in excise revenue had been accompanied by an increase in the number of detected illicit distillations to more than double the number in the previous year, yet the criticism remained, that it is unsatisfactory that the revenue of the province should depend to so large an extent upon an uncertain item such as excise. Speakers urged that further drastic retrenchments should be made in the scale of Government expenditure, and the most insistent attack was made upon the scale of salaries of Government officials, and particularly upon the number of posts carrying high pay. The formation of a retrenchment committee was suggested, and the Government was urged to make a cut in salaries all round. Several speakers pressed for a greater degree of Indianization, and put forward the view that the administration was top-heavy. It was noticeable that there were no attacks upon the excise revenue as being a bad thing in itself, as there had been so frequently in years past.

The proposed distribution of the revenues among the spending departments also attracted much adverse criticism, though the expenditure upon the police went almost without comment. A great many speakers deplored the fact that the budget provided for no new irrigation schemes, and that there had been no new canals made in the last 20 or 30 years, and it was suggested that there were many places in the province where land could be reclaimed or improved by the drainage of marshes. One speaker urged that more money should be spent on the development of co-operative societies, but another suggested that Assistant Registrars for the Co-operative Department could be dispensed with. One speaker deplored that higher and secondary education got too high a proportion of the Education Department's funds, at the expense of primary education which got very little more. One speaker or another asked for more money for practically every one of the transferred departments; perhaps the greatest number of voices was raised in favour of the expenditure of more money on public health, and municipal drainage and water-supply schemes, but in view of the general financial situation the protests were made

more in sorrow than in anger, and there was not the same body of opinion behind any one of them, as there was behind the suggestions for retrenchment under the head of salaries.

Voting of demands for grants.

When the Council proceeded to the detailed discussion of the budget in March, the first important cut proposed was a cut of about one quarter of the provision for survey and settlement; the motion was, however, withdrawn after it had been pointed out that the money was provided for surveys which were already in full swing, and that it would lead to loss and waste if they were not completed as soon as possible.

A number of reductions were moved with regard to the excise budget, which was attacked on different grounds. The first was with reference to a question which was raised by the same speaker in connection with almost every head of the budget, and was intended to draw attention to the necessity of appointing persons belonging to the backward communities to a share of the better-paid posts in the department. In reply, it was pointed out that it was necessary to appoint the best-qualified men, that candidates from the backward communities were few, but that even so one or two, including one *Chamar*, had got appointments. Another motion sought to cut out entirely the provision for rewards to spies in the excise department, and in the debate on this and other cuts, the department was attacked on the ground that searches were sometimes made, on information given by the spies, in which no contraband article was found. The Ministry was able to point out that such cases were extremely rare, and that if the policy of prohibition were adopted, it would be necessary to adopt vigorous measures to enforce it, and this, in itself, would certainly not cause the number of vexatious searches to decrease. As a result of the policy of the department, the consumption of opium in the province had decreased by nearly half in the last ten years. All the motions for cuts in the excise budget were eventually either withdrawn or negatived.

There was little of interest in the discussions on the Forest Department and Registration Department budgets, but there was a long discussion on a token cut in the budget of the Irrigation Department, in which the department was criticized for its alleged lethargy and failure to increase the area under irrigation in the province. Some speakers complained in general of the failure to produce large irrigation schemes, while others mentioned

particular local schemes in which they suggested that the department had taken no interest. The Government speakers in reply observed that in a province such as this with an annual rainfall of about fifty inches, there could hardly be any large schemes which would pay their way, and even some of the existing canals were worked at a loss. Several particular local schemes have been examined and in some the necessary surveys have been completed, but even there it is doubtful whether the actual results would be worth the capital cost involved. The motion when put to the vote was eventually lost.

The policy of the Ministry of Local Self-Government in suspending a municipality for maladministration, was the subject of prolonged discussion on a motion to reduce the provision for salaries of Ministers by one rupee. It was urged that such a step should be taken only in the case of extreme and absolute necessity, when all other means of bringing the municipal commissioners to their senses had failed; the Ministry was able to show that the power had been used after every other possible remedy had been exhausted, and the motion was eventually withdrawn.

The employment of Europeans as managers under the Court of Wards, particularly in the Bettiah Estate, was criticized when the budget for the Board of Revenue was discussed. It was pointed out in reply that the matter was at the discretion of the Board itself, and that Indian candidates for managerships were appointed when found suitable; but the cut of one rupee was nevertheless carried. On the other hand, the often-repeated suggestion that Commissioners of Divisions could be entirely dispensed with was negatived without a division. A complaint that Bihari Hindus did not get a fair share of appointments as Government pleaders, or as District Judges in the direct appointments from the bar, gave rise to a certain amount of somewhat acrimonious discussion, but the motion for a reduction in the budget for the administration of justice was not pressed to a division on this account.

The expenditure on police, of course, did not escape criticism, but the Government was able to show that the police force was less in proportion to the population than in any other province in India, and that expenditure had not grown in anything like the same ratio as expenditure on most of the other departments of Government, and that in spite of this the police force had succeeded in steadily reducing the volume of crime, except in the abnormal years of non-co-operation. There is no possibility of making

considerable reductions in the total police force, and in fact, wherever a police-station is abolished or amalgamated, strong protests are received which show clearly that the police services are well appreciated in the outlying districts. All the motions for reduction in the police budget were eventually withdrawn, or lost without a division.

The appointment of an official as Vice-Chancellor of the Patna University was criticized when the budget of the Education Department came up, but the motion for a reduction was withdrawn. The withdrawal of the grant for compulsory education at Banki in Cuttack was discussed in connection with the grant for primary education, but as it was shown that the grant had been given only as an experiment, and that the district board would be able to finance the experiment if it so desired, the action of the Government was endorsed by the Council without a division. The only other department whose budget was discussed at all was the medical department, discussion of all the others being crowded out. The President of the Council during the session drew attention to the fact that owing to the extremely large number of motions which were put in, it was inevitable that no discussion would be possible on those lower down on the list, unless members confined themselves to the most important points; and since it always happened that the same parts of the budget had to be passed without discussion every year, it was proposed in future to begin with a different department in each year.

Of the supplementary demands put forward during the year, mention has already been made in Chapter I of the discussion on the demand for extra police, presented in the Ranchi session. The only other supplementary demands of importance were those for the camp jail at Patna in the January session, and for an additional grant for police in the March session. The latter was passed without a division; a small cut was proposed in the former, but the criticism was mild and merely directed at the nature of the jail accommodation, not at the erection of the jail itself; the necessity for the jail was not questioned, and the whole demand was carried without a division.

CHAPTER IV.

Local Self-Government.

The District Boards.

The period of three years for which district boards are elected came to an end in 1930, and elections were therefore held in April in all districts except Sambalpur. Although political excitement was growing, and though the Swarajist party did not abstain from these elections as from the Council elections, they passed off on the whole peacefully. The only exception was at Gopalpur in the Bhagalpur district, where there was a serious riot in which a mob of supporters of the Swarajist candidates attacked the opposite party, and forced the candidate, the presiding and the polling officer, and the police to take refuge in an inner room of the police-station, till reinforcements arrived late at night.

Taking the district boards as a whole, the Swarajists lost ground. Some of the boards, however, continued to display a sympathy for the political activities of the Congress, and the work of one was interfered with owing to the imprisonment of its chairman. Certain boards passed resolutions congratulating some of their members who had been imprisoned for political crimes, and another one adopted a resolution boycotting British medicine and appliances for its dispensaries. On the whole, however, the relations between the boards and the Government were satisfactory. In only four does the Deputy Commissioner hold the office of chairman *ex-officio;* all the rest elected non-officials as their chairman, most of whom continued to administer their boards conscientiously.

Income and expenditure.

Most of the boards were in difficulty during the year, and some in very serious difficulty, owing to a fall in their income, and owing to the fact that their predecessors had committed themselves to large programmes without having sufficient resources to finance them in times of falling revenue. Five years ago there were large balances, amounting to over Rs. 61 lakhs, but by the end of the year under report these had been reduced to barely Rs. 25¾ lakhs, including unspent balances of Government grants which had been made for specific purposes. To deplete the balances still further would be dangerous, and in four or five boards the danger point has already been passed, and their financial condition is described as critical. At the same

time there was unfortunately a fall in the receipts of local cess, which constitutes the backbone of the boards' income. The fall was due to causes beyond the boards' control, for the cess is assessed and collected by the Government and handed over to the boards. In some districts, e.g., Manbhum and Hazaribagh, there has been a substantial decrease in the demand in recent years on account of the slump in the coal trade; in other districts the fall in the cess income was due not so much to a fall in the demand, as to difficulty and delay in collecting the cess on account of the economic depression. This was particularly the case in Purnea, where there was a fall of Rs. 98,000 in the income from cess.

The result of these factors was that there were only five districts with a cess income of over Rs. 5 lakhs, against eight in the previous year, and the total income from cess fell from Rs. 73½ lakhs to Rs. 71 lakhs. The district boards have also been badly hit by the curtailment of Government grants, which have been reduced on account of the financial situation of the Government itself. The taxation of motor vehicles, introduced in the year 1931, will afford some relief, since eighty-five per cent of the net proceeds is to be distributed among the district boards for the improvement of communications. Nevertheless it is clear that for some time to come a severe policy of retrenchment will be necessary.

The next largest source of income consists of Government grants for education, medical relief and civil works, amounting to over Rs. 41 lakhs, and, a long way behind, comes the income from school fees, pound-rents, fines, and ferries. Two district boards also get revenue from light railways, and including the income from these as well as the opening balance, the total amount available for expenditure was roughly Rs. 167 lakhs, or nearly Rs. 16 lakhs less than in the previous year. The actual expenditure was Rs. 141 lakhs, which was nearly Rs. 5 lakhs less than in the previous year.

The Gaya district board, which was superseded by Government in 1928, was set on its legs again during the period of administration by the special officer of the Government, which ended in January 1931. The new board was constituted without any outstanding liabilities. The Bhagalpur district board had suffered badly by the maladministration of the last board, which amongst other things had sanctioned substantial increases of pay to the clerical staff, in spite of the involved condition of its finances. The resolution was suspended by the new board and the whole financial position was examined and a workable budget was framed by the special inspecting officer of Government. The finances of the Shahabad board had also got into such a state that it was proposed to send

the special inspecting officer to overhaul it. Most of the other district boards are reported to have tackled their difficulties seriously, with the intention of maintaining themselves on a sound financial footing.

Education.

Some of the boards increased their expenditure on education, but the expenditure of all boards taken together decreased slightly to Rs. 44 lakhs. The heaviest decrease took place in Bhagalpur, Manbhum and Saran. The increase in the expenditure in some districts does not indicate a real increase in activity, because it is partly due to the fact that fees are now credited through the accounts of the district board, instead of being appropriated direct by the teachers of the schools concerned; and also because part of the apparent increase of expenditure is really due to the payment of arrear stipends. The Manbhum board in particular abolished a number of schools and reduced the pay of some of its teachers, and the district board of Hazaribagh had also to curtail expenditure on stipends and grants-in-aid. As will be seen in the chapter on education, there was a decrease in the total number of schools and in the total number of pupils, but since some of the small schools were admittedly inefficient, it is hoped that this will not mean a real decrease in the total amount of effective education which is given.

The number of middle English schools increased while the number of middle vernacular schools decreased, for the middle vernacular schools are being gradually converted into the more popular type of middle English school. The Patna district board transferred the control of some of its primary schools to union boards, but it appears that the union board members did not pay so much attention to them as was hoped, and left them entirely to the care of the inspectors of the Education Department. This board also started some new experiments in spinning, weaving and agricultural training in its schools, with some success. In one of the schools, an acre of land was acquired by the Government for an agricultural garden and equipped with the necessary implements, and the training is given by a teacher who was trained at the Sabour Farm. The Government also made a small grant to the district board of Cuttack for agricultural training at a middle English school. The experiments in vocational training are interesting, and it is hoped that similar schemes will be taken up by other boards as well.

During the year, the Government recommended the district boards to introduce a system of medical examination of school children, and this was tried in six districts, while others are reported

to have made arrangements to begin the work after the close of the year. Reports as to the results have been given by only two district boards, Ranchi and Manbhum. From the former, it is reported that a large proportion of the children were suffering from physical defects, and in Manbhum it was found that 12 out of 451 students were suffering from leprosy.

Medical grants.

Expenditure on medical relief decreased by about a lakh, largely on account of the inability of the Government to provide grants for new buildings owing to its own financial difficulties. At the same time, it appears that a large amount of the grants made in previous years to certain of the boards for dispensary buildings remained unspent, and in one case at least this was due to the fact that the board could not find the money for the upkeep of some of the dispensaries which it had already built. Thus with their present reduced incomes it appears that the boards would not be able to make a large expansion of medical relief, even if the Government were able to aid them with grants for non-recurring expenditure. Several of the boards during the year considerably curtailed their expenditure on medical relief in order to balance their budgets. In some districts dispensaries had to be abolished, though the total number in all districts remained the same as in the previous year. The Darbhanga district board was fortunate in being provided by the Maharajadhiraja with a fully-equipped medical relief motor-van. The two district boards of Monghyr and Bhagalpur subsidized a number of physicians in areas where there are no dispensaries, but the utility of this measure is questionable, as these doctors submit no report or diary of the work done by them.

Increased attention was paid to the treatment of leprosy by many of the district boards. Four leprosy clinics were opened in Muzaffarpur and another one in Darbhanga. The Patna district board issued special instructions to doctors as to the treatment of lepers, while the Saran district board made several grants to the subdivisional hospitals for the purpose. In Puri, nearly 10,000 leprosy cases are reported to have been treated in rural clinics, and 800 patients were treated in Sambalpur district by a specially trained doctor. Other boards have also taken steps to give special training to some of their doctors in leprosy treatment.

Public health.

Under this head of expenditure come sanitation, vaccination, epidemics, and water-supply and drainage. The majority of the boards employ a permanent public health staff, which is engaged in combating epidemics, and in the dissemination of the elementary principles of hygiene

and sanitation by means of posters and leaflets and public lectures. A number of the boards received substantial grants from the Government for the purpose. A severe cholera epidemic broke out in North Bihar, and malaria and plague were also prevalent. Inoculations were given on an extensive scale, and quinine and cinchona were distributed by many boards. In Monghyr district there was a break-down in the arrangements made by the board to deal with a plague epidemic, and the Public Health Department of the Government had to take charge of the operations.

The expenditure on water-supply fell from Rs. 2,22,000 to Rs. 1,56,000, mainly owing to the curtailment of the Government grants. The expenditure would have been even less than it was, but for some small grants which were made, and but for the fact that some boards had balances to spend out of previous grants. In the next year or two therefore the expenditure is likely to become less, which is unfortunate, as the provision of a good water-supply is one sure means of diminishing epidemics.

Veterinary services.

The expenditure on veterinary work increased slightly during the year. There were no serious epidemics, and the touring veterinary assistants were mainly engaged in the treatment of ordinary cases. Eleven boards kept stud bulls for the improvement of breeding.

Civil works.

Expenditure on civil works fell to Rs. 52½ lakhs, of which Rs. 33½ lakhs were spent on communications, and Rs. 6½ lakhs on medical and educational buildings, the rest being spent on establishment and certain minor items. When retrenchment has to be made, there is always a tendency to cut the expenditure on communications at the expense of other items. No big projects of improvement or extension were carried out, except the building of two bridges by the Gaya board.

It is clear that the time has come when boards will have to pay much greater attention than they have done in recent years to the maintenance of their communications and to their improvement. Public motor vehicles of all kinds are increasing rapidly and this new and popular form of transport cannot develop, unless roads are better maintained and more roads are metalled. It appears that some boards have failed in the past to realize the importance of good communications, or to secure an adequate return for the money they have spent; contracts have been given to inefficient contractors, and slipshod work has too often been condoned. The increased revenue from the Motor Vehicles Taxation Act will fail in its purpose, unless the boards maintain the normal standard of expenditure from their own funds.

The use of road-grading machinery has been adopted in four districts for improving unmetalled roads, and is reported by the District Engineers to have proved successful.

Water hyacinth.

The campaign initiated two or three years ago by the then Commissioner, Mr. Peck, against this weed in Cuttack, where it had become a serious menace, has been eminently successful. The campaign simply consisted of an organized and determined effort to pull the weed out by the roots and burn it. The tanks and water-ways were previously clogged with the weed, and, once they are cleared, they are constantly watched and kept in the same state. The campaign in Puri and Balasore had not been so successful, but was reorganized during the year. Bye-laws have been passed by other boards, and in some of them tanks have been cleared of the weed.

Local boards.

Unlike the district boards, the local boards, which were also reconstituted during the year, contain no nominated official members. There was some friction between one or two local boards and the district boards to which they are subordinate. The local boards continued in the main to exercise the same powers, delegated to them by the district boards, as in the previous year, but as the result of a Government circular certain local boards were required by the district boards to obtain the approval of the District Engineer to their plans and estimates, before sanctioning any schemes. Some local boards are said to have passed schemes without sufficient regard to their financial obligations, and the suggestion was made that fixed grants should be made by the district boards, within which the local board would have discretion to work out details in accordance with their local requirements.

Union boards.

There were 150 union boards, of which the majority were in the Tirhut Division. These were created under the Village Administration Act of 1922, which was an act " to develop self-government in the rural areas of the province ". They are small units, with an average population of about 10,000 each. They are financed partly by grants from the district boards, but are empowered also to impose their own taxes. They administer the chaukidari tax, and in many districts *panchayats* in union boards are empowered to try petty criminal and civil cases.

Grants from district boards averaged Rs. 1,396, and the union tax on the average amounted to Rs. 820. The collection of taxes

was unsatisfactory, the outstanding balance at the end of the year being forty-five per cent of the demand. Difficulties were also experienced in the collection of chaukidari tax on account of the civil disobedience movement. Their resources are small, and generally speaking little progress was made by union boards in improving public health and sanitation. Some of the district boards transferred the control of education to the union boards under them, but others were reluctant to do so, and on the whole they did not take much interest in the unions. The greatest vitality was shewn in the union boards in Muzaffarpur, which may be ascribed to the presence of Government officers specially deputed to develop them. The number of these officers was therefore increased to five, posted in Muzaffarpur and elsewhere.

The number of union committees (which are constituted under a different Act and do not enjoy the same powers) decreased by two, and the tendency is for union committees to disappear and be converted into union boards. Their activities are confined to the maintenance of pounds, schools, roads, sanitation and water-supply, and are limited by their meagre resources.

The municipalities.

Excluding the Patna Administration Committee at the new capital of Patna, there were sixty municipalities constituted under the Act of 1922. Of these, fifty-four had non-official elected chairmen, and the number of nominated official chairmen fell from six to five.

If it be thought legitimate to expect a higher standard of administration in the towns than in the district boards, owing to the presence of a concentrated electorate, more enlightened and more able to make its wishes felt than the scattered rural population, the depressing fact is that the reverse is the case. Some might attribute this mainly to the fact that the district boards are largely relieved of the unpleasant job of raising taxes, since the local cess, which constitutes their main source of income, is collected by the Government with the land revenue; whereas the municipalities have to perform the duty of assessment and collection themselves, and many of them face it with reluctance. Others would say that it is due to the fact that the municipalities are too much occupied with party jealousy, and that it is too easy, in the comparatively small field of municipal affairs, to be swayed by considerations of personal advantage rather than of the needs of the town as a whole. Whatever the reason, the fact remains that the working of the municipalities called forth the remark, in the Government review for the year, that the low general standard of administration was a matter for grave regret.

Where there was friction among the commissioners, the natural result was inefficiency on the part of the staff, owing to lax supervision. In such places the municipal commissioners are reluctant to endow their executive officers with sufficient powers, and time is wasted at meetings by the putting of unnecessary questions. Meetings are long drawn out, and attendance falls off; and it is noticeable that the efficiency of the municipality is often in inverse ratio to the number of meetings which have to be held in order to get through the business. Several cases of embezzlement were reported, and the maladministration of the municipality at the capital of the province reached such a stage that the Government was compelled to supersede it, and to place a special officer in charge, much to the relief of the rate-payers.

Income and expenditure.

The municipalities did not suffer from the handicap of a reduced income from taxation, in the same way as the district boards and the Government itself. The income from rates and taxes rose by Rs. 2,43,000, and even though Government grants were reduced by about Rs. 6 lakhs, the total income, including opening balances, fell by only one and a quarter lakhs to just under Rs. 49 lakhs.

The increase in rates and taxes is mainly due to new assessments, and partly to the efforts made by certain municipalities to improve their collections, which resulted in the collection of a large amount of arrears. But on the whole there has been a progressive deterioration for many years, and whereas in 1926 there were fifteen municipalities with arrears amounting to twenty per cent, there are now thirty-five; seven actually have arrears of fifty per cent or more, and fourteen more have arrears of over thirty per cent. The good collections in a few municipalities show that taxes can be collected by a municipality which is determined to use its powers, and it is not surprising that the reluctance of the majority to use them has called forth the criticisms of Government. That reluctance, however, is so manifest that the Government felt compelled to introduce a Bill to legalize the taking over by Government of the assessment and collection of taxes, in cases where it becomes necessary to do so.

The Municipal Act was also amended by a separate amending Bill to enable municipalities to impose a separate drainage tax. This amendment will not only enable money to be raised for sewerage schemes, but will in some municipalities render available additional funds for surface drainage schemes.

The taxation per head of the population during the year was just under Rs. 2-4-0, varying from eleven annas in Revelganj to Rs. 4-14-0 in Muzaffarpur. In some municipalities the assessment was revised, but in many cases it was unsatisfactorily done; in three, there was a decrease in the assessment as a result of the revision, and in one the assessment had to be set aside as unfair on the complaint of the rate-payers. Remissions of taxation are granted by some municipalities on a liberal scale, and, since the province was first formed, arrears have increased eight fold and remissions have increased six fold.

The total expenditure fell by nearly Rs. 1¼ lakhs, but the proportion spent on the different branches did not alter to any appreciable extent. Accounts were in many cases not well kept, and in framing budgets the receipts were frequently over-estimated. When it was found that the scale of expenditure had to be cut down, the first thing to suffer was usually the roads.

Conservancy and drainage.

The conservancy and drainage arrangements in the municipalities as a whole continue to be of a poor standard, and in several of the most important municipalities such as Patna, Muzaffarpur, Gaya, Arrah and Puri, the arrangements are bad. This is, in part, due to the lack of funds and partly to insufficient supervision. It is difficult to expect a high standard of supervision from honorary workers, and only five municipalities employ a health officer. The amendment of the provisions of the Municipal Act relating to a drainage tax above mentioned should enable some municipalities to improve their surface drainage. Two municipalities employ motor transport for the removal of rubbish.

Water-supply.

There was no increase in the number of municipalities (eight) maintaining piped water-supplies, but a considerable advance was made with the scheme for Puri town, which had long been under preparation. A good supply is of special importance in Puri, owing to the large number of pilgrims who come to the town every year. The estimates were sanctioned, and five tube-wells were sunk. Grants were made for the improvement of the water-supply in Daltonganj and Gaya, and electrically-driven pumping sets were installed in Bhagalpur and Muzaffarpur. Smaller grants were also made to twelve municipalities for the construction of tube-wells and overhead tanks. A scheme for the reorganization of the water-supply in Bhagalpur at a cost of Rs. 5 lakhs was drawn up, and approved by the municipality and the Government.

Roads and lighting.

There was no general improvement in the roads of the municipalities, and those of some of the largest ones, such as Bhagalpur and Monghyr, were in a very bad state, while many others were not very much better. Very few municipalities use motor watering carts, but where they are used the results are good. Electric lighting of the streets was introduced by private enterprise in Cuttack and Giridih during the year.

Public health.

With a few exceptions, the general poverty of the municipalities prevented them from contributing to hospitals and dispensaries to the desired extent. Those in the Patna, Tirhut and Orissa divisions, however, contributed more to this purpose than in the previous year. Only one municipality was added to the number which employed a trained midwife, and it appears that as a whole they have not taken any appreciable interest in maternity and welfare work. Tanks were cleared of water hyacinth in the towns of Puri and Jajpur. In most of the municipalities the markets and slaughter-houses were, as a rule, hardly kept up to the mark, and little attention was paid to the inspection of food-stuffs.

At the end of this somewhat gloomy account of the municipalities generally, it affords some relief to read that in eleven municipalities, the administration was, in the opinion of the Government, satisfactory on the whole. It is hoped that the supersession of the Patna City municipality will prove a warning to the others, and that they will be encouraged by the example of one of the larger municipalities, where a new and energetic chairman was able to show how quickly efficiency can be substituted for incompetency if the right man takes charge of municipal affairs.

CHAPTER V.

Education.

General progress during the year.

In spite of the fact that the year was marked by a fall, for the third year in succession, in the total number of pupils, as well as by a decrease in the number of schools themselves, it may be that it will mark a turning point in the history of education in this province, if the success of the primary education system be judged by the quality of the education and the number of literate scholars turned out, rather than by the total number of children at school. For the Auxiliary Committee on Education of the Indian Statutory Commission had drawn attention to the stagnation in the primary schools, i.e. the high proportion of boys in the lowest class to the total number of boys in the schools, and the low percentage of literate pupils turned out, and to the necessity of overcoming these features if the low standard of literacy in the province is to be effectually attacked. Therefore the fact that the fall in the total number of pupils in the primary schools was composed almost entirely of a fall in the lowest class of all, is at least a ground for negative satisfaction; and moreover there was an increase in the number of girls at school. But in view of the comments of that committee, perhaps the two most important events in the history of education in this province in 1930-31, were the appointment of a Special Officer of the Indian Educational Service to deal with primary education and the education of girls throughout the province, and the appointment of a representative conference to review the whole primary education system in the light of the committee's report, and to consider certain definite suggestions for its improvement. It is most unfortunate that for financial reasons the post of the Special Officer has had recently to be held in abeyance, but still some improvement had already been effected, and the experience gained will be of value in helping the conference to make its recommendations for the future; and at any rate the necessity of concentrating on quality rather than on quantity is now more fully recognized. The particular points referred to the conference for consideration

were the comparative failure of the primary education system, as revealed by the Auxiliary Committee, and the low percentage of pupils attaining literacy; the suggestions made by the Committee for the primary education of Muhammadans; a revised syllabus for primary schools which had already been circulated in 1929; and the feasibility of common text-books in Urdu and Hindi. The conference met in January, and formed itself into three sub-committees, which have not yet finished their deliberations.

Legislation.

No legislation connected with education came before the Legislative Council during the year, but nine resolutions were moved regarding educational matters. The most interesting of these was a resolution to make primary education free throughout the province. The resolution did not propose that education should be compulsory, and objection was taken to an amendment proposed by the Minister-in-charge of Education to the effect that education should be free and compulsory, and that funds should be raised, if necessary, by extra taxation. The amendment was not allowed to be moved, and the original motion was negatived, after it had been pointed out that it would cost Rs. 10 lakhs to make education free, even if free education did not result in an increase in the number of pupils. It is clear that free or compulsory education in this province remains an event in the indefinite future. A resolution recommending that the Intermediate College Class at Ranchi should be raised to the standard of a Degree College was withdrawn, after the Government had pointed out that there were many matters of more urgent importance, such as improvements in primary education and the education of girls, and had agreed that the proposal would be sympathetically considered when its turn came. The other resolutions were concerned with matters of detail rather than with the general policy of education. The number of questions asked in the Council about educational matters, and about all other subjects, was considerably lower than in previous years.

The Educational Services.

A new service called Class I of the Bihar and Orissa Educational Service was created at the beginning of the year which will gradually replace the Indian Educational Service. The new service contains 42 posts for men and 4 for women; the pay ranges from Rs. 360—1,250 in the case of men, and from Rs. 325—800 in the case of women. The cadre was not completely filled during the year, and will not be filled until the present members of the Indian Educational Service working in the province gradually disappear by retirement.

Relations with local bodies.

The relations between the various local bodies and the department were, on the whole, cordial, though in one district the Inspector recorded a number of unsatisfactory features in the administration of primary education by the local boards, such as the frequent appointment of untrained teachers, delay in the payment of teachers, and actually a levy on the pay of teachers in the name of a subscription towards compulsory education.

Primary education of Indian boys.

The number of primary schools for Indian boys fell from 26,153 to 25,645, and the number of pupils from 841,000 to 817,000. The fall in the number of schools and pupils is attributed to the financial stringency, the inelastic resources of the local bodies which rendered them unable to carry on the full programme to which they had committed themselves, and to the economic depression. But since a large number of the schools was admittedly inefficient, and made practically no permanent contribution to the total number of literate pupils turned out, the disappearance of a number of such schools is not a matter of very great regret.

The table below illustrates the fact, referred to above, that the falling off since 1927-28 has affected almost exclusively the lowest classes of primary schools :—

	Number of Indian boys in—		Percentage in—	
	1927-28.	1930-31.	1927-28.	1930-31.
1	2	3	4	5
Class I	525,720	441,606	58·3	53·9
„ II	167,670	167,146	18·6	20·4
„ III	120,826	120,880	13·4	14·8
„ IV	51,028	49,607	5·7	6·1
„ V	36,022	39,582	4·0	4·8
Total ..	901,266	818,821	100	100

The table also shows the wastage, in that the number of boys in class IV in 1930-31 is less than one-tenth of the number of boys in class I in 1927-28, whereas if there had been no wastage, the

numbers should have been approximately equal. Since it is held that those, who leave before reaching class IV, are not likely to remain permanently literate, the serious wastage of effort becomes apparent. This wastage is attributable to many different causes, and it is hoped that by attending to these causes it may be possible to reduce their effect; and the fact that the total reduction in numbers has practically not affected the numbers in the upper classes at all, gives reason to hope that the defects are already beginning to yield to treatment.

One cause of the wastage is the irregular attendance of the pupils, which is itself occasioned by the unattractiveness of the schools, and the casual utilization of the services of the boys by their parents in agricultural work. Another is the advanced age at which the boys begin their schooling, so that they easily become disheartened, and leave in order to increase the family income. Yet another contributory factor is the practice of allowing admissions to the schools at any time during the year, so that it is impossible to form a homogeneous class; it is therefore satisfactory that most of the local bodies have agreed to limit admissions to two months in the year. The standard of teaching in the schools is of course bound to be low with the low wage it is possible to offer (the rates being lower than in any other province save one); but it is hoped to improve the teaching, within certain limits, by improvements which are contemplated in the training schools for teachers; efforts are also being made to do something to counteract the mistaken tendency to put the weakest teacher in charge of the lowest class, for in other countries it is usual to put a teacher with special qualifications in charge of the infants. Another factor contributing to the wastage of effort is the quality of the supervision; and in order to improve this, instructions have been issued as to how inspections should be made, and a training course for Sub-Inspectors has been introduced at the Patna Training College.

It is significant that of the four provinces of Bengal, Bihar and Orissa, the Central Provinces, and the United Provinces, the two in which the proportion of small single-teacher schools is highest, are the two provinces in which the wastage between the lowest and the highest class is greatest. To put it in another way, the two provinces of Bengal, and Bihar and Orissa, which have the highest number of schools in proportion to their area, show the worst results in respect of literacy, as judged by the number of boys who reach class IV. The large number of small schools in the province is due partly to the desire of each village to have a school of its own, instead of sending its children

to a better school in a neighbouring village, as well as to the desire for separate schools for the different religious communities, and for boys and girls. It is impossible to expect a high standard of results when 71 per cent of the schools are schools with a single teacher, who naturally cannot give the required attention to all the classes under his control. One good two-teacher school is better than two poor single-teacher schools, and from this point of view the closing of a number of the small and ineffective schools need not be regarded as a great loss.

This brief outline is sufficient to indicate the lines on which the problem of improving matters in the future is being attacked. Some success has already been obtained, especially in Angul, where it is found that by inducing parents to send their children to school at the age of six, by devoting special attention to beginners, by providing better teaching and improving the supervision, the boys pass regularly from class to class, and complete the lower primary course at the age of ten; and, incidentally, as a result of this early completion of the course, one of the obstacles to the co-education of boys and girls is removed. The importance of securing an improvement in primary education everywhere is evident, if illiteracy is to be substantially reduced, or if full value is to be obtained for the money spent.

Free primary education.

Free non-compulsory education continues to be unfavourably mentioned in the reports both from rural areas and from municipalities. Although primary education is nominally free in the Saran district, it is reported that actually there are several different types of illegal exactions. The Darbhanga municipality, after giving a trial to free education, has restored the payment of fees, and in Samastipur it is found that the fee-paying schools are proving more attractive than the free schools. In Ranchi municipality, where there is free and compulsory education, there were slight improvements in the number of pupils completing the lower primary course, but even now 46 per cent of the boys of compulsory school-going age are found in the infant class. It appears that it has not so far been possible to secure regular attendance, and on an average 17 per cent of the boys are absent each day. Compulsory education schemes were formerly in force in four union-board areas in the province. Government grants were given in three, but have now been withdrawn, because it was found that compulsion had not been effectively in force. In the fourth, the scheme was financed entirely by the Gaya district board, and has proved satisfactory.

Secondary education of boys.

There was a fall in the number of pupils in the secondary schools, in spite of an increase in the total number of secondary boys' schools from 856 to 883. The fall in the number of pupils from 133,000 pupils to 127,000 is attributed to the economic situation; and unfortunately the fall has a serious effect in the finances of the schools, owing to the loss of fees.

The number of high schools increased by nine, and the number of middle-English schools by 57, but there was a fall in the number of middle-vernacular schools by 39; the middle-vernacular schools are, in fact, being converted into middle-English schools at the rate of about 40 a year. New buildings or extensions were completed in eight high schools and five middle-English schools during the year.

It has been noted in recent reports that experiments were being made in giving vocational training in middle schools. These experiments continue; many of the classes have been made permanent and the results so far achieved are very promising. Seven schools have a carpentry class, seven have a tailoring class, three have a weaving class, and three more an agricultural class. As usual the obstacle is financial difficulties, but at any rate a beginning has been made in giving to the pupils the possibility of an interest in other than purely clerical careers.

The secondary schools were naturally affected by the political excitement of 1930, and in June of that year, an incident actually occurred in which an unruly mob of boys left their school, and attacked and murdered a pointsman at the railway station. Three of the boys were convicted, and vigorous action was taken to restore discipline in the school. In the same quarter of the year, disturbances took place in more than one school, and there were some attempts at picketing. But, in the main, the excitement cooled down after the long vacation, and there was nothing but a little local trouble, with which the school authorities were able to deal successfully.

University and collegiate education.

Sir Saiyid Sultan Ahmad was succeeded as Vice-Chancellor of the Patna University by the Hon'ble Mr. Justice T. S. Macpherson, C.I.E., I.C.S., and the honorary degree of Doctor of Law was conferred upon him by the decision of the Senate, as a mark of the appreciation of his services to the University.

The number of arts and science colleges remained the same as in the previous year, but there was a fall in the number of

students from 3,763 to 3,583; the decrease affected all the colleges except the Patna College, where there was a slight increase. In the Patna College, a scheme for the medical examination of the students has been introduced, but it was not possible to give full effect to it during the year; in the Ravenshaw College in Cuttack, a whole-time medical officer is employed. A photographic society was started in the Science College, and the philosophical society published its first bulletin. A new block was built at the Bihar National College, which will be further extended in due course to provide better accommodation for science teaching. The colleges were to a great extent unaffected by the political unrest, though in some of them there was some picketing, games and societies were boycotted, and there was some indiscipline; but these symptoms quickly subsided, and other colleges were not affected at all. That the colleges were affected by the political excitement to a much smaller extent than the secondary schools, may be attributed to the fact that the college students were old enough to have seen the evil effects of the non-co-operation movement of 1921, especially upon those who were so foolish as to give up their scholastic career. The comparative absence of political unrest is also partly a result of the attention which is now paid to the organization of the social side of the students' activities.

Oriental studies.

The number of recognized Sanskrit *tols* rose from 278 to 293, and the number of pupils rose slightly to 8,793. The number of recognized Sanskrit *pathshalas* fell from 745 to 734, and the number of pupils fell from 20,042 to 19,203. The number of pupils in recognized *madrasas* rose from 3,341 to 3,714, and the number of pupils in recognized *maktabs* remained practically the same as in the previous year, whereas the unrecognized *maktabs* actually showed an increase of 1,410 in the number of pupils. Judged by mere numbers, it appears that the oriental studies have not suffered in the same way as ordinary primary education. But, as has been shown above, numbers are not the best criterion for judging the permanent results, and in any case the steadily increasing demand, which has been in evidence in recent years, for education on a communal basis is not a matter for gratification, not merely because it accentuates the distinction between the two communities, but because it results in an increase in the number of small, and therefore inefficient, schools. Though the total proportion of Muhammadans in educational institutions is higher than the proportion of Muhammadans to the total population, yet the number of Muhammadans in the higher classes of the primary schools is distinctly lower than the proper proportion; it is however satisfactory

that the number of Muhammadans receiving secondary education again showed a rise during the year.

Female education.

The number of girls' schools rose from 2,672 to 2,725, and the number of pupils from 68,529 to 70,838; the number of girls reading in boys' schools and colleges also rose, so that the total number of girls under instruction rose from 117,000 to 121,000, or an increase of just over three per cent. This increase is satisfactory, but again numbers are not the best criterion, and so long as the wastage between the lowest class and classes IV and V remains as high as it is, higher even than in the boys' schools, it is evident that the illiteracy of the female population cannot be appreciably diminished. The proportion of girls at school is the lowest in the Tirhut Division, where only 4 per thousand of the female population is at school. Patna Division comes next with 6 per thousand, Bhagalpur next with 7 per thousand; Chota Nagpur has 8 per thousand, while in Orissa the proportion is 13 per thousand. Orissa in fact has the highest proportion of children of both sexes at school. The number of girls in *maktabs* is about one-third of the number of boys.

There was a fall in the number of girls attending the college classes of the Ravenshaw girls' school, but on the other hand, there were five girls in the Ravenshaw College, so it may be that the fall was due to a desire on the part of the girls to profit by the greater variety of courses which the college provides. There are four high schools for girls, and the number of pupils in the high and middle schools increased during the year. The number of primary schools decreased, though the number of pupils increased. The fact is that several unsatisfactory schools were closed, and since there is a strong body of opinion that girls are better taught in mixed classes of boys and girls, and at less expense, it is not a matter of great regret that it has been found necessary to close a certain number of girls' schools. As remarked above, the wastage among girls is worse than among boys, and one factor, which contributes to the wastage in the case of girls, is that parents do not like their girls to mix with boys above the age of about ten. If the steps taken to improve the primary education of boys result in their completing the primary course at a lower age than at present, one of the difficulties in the way of co-education in the early stages is automatically diminished.

Education of Europeans.

There are five secondary schools for Europeans, and sixteen primary schools; two of the secondary schools are girls' schools. The number of pupils rose from 1,513 to 1,595, and the number of scholars sent up for the various public examinations

rose by 50 per cent. Extensions to the buildings were completed in the boys' school and the girls' school at Namkum, and also in St. Michael's school at Kurji, the last being opened by His Excellency in March.

Training of teachers.

The success of the primary and secondary institutions in the province naturally depends upon a supply of good teachers, and it is unfortunate that though there was during the year a slight increase in the number of pupils in the five secondary training schools, there was a fall from 1,960 to 1,804 in the number of pupils in the elementary training schools, owing to the fact that admissions had to be stopped for financial reasons. The number of elementary training schools fell from 115 to 112, and steps had to be taken to close other schools, which were superfluous in view of the fall in the roll. Nevertheless the number who passed out was almost the same as in the previous year, and the number of trained teachers actually employed in the primary schools rose by about 4 per cent to 17,705.

The Government had already recognized the necessity of improving the training of teachers, and a committee was appointed in the previous year to investigate certain matters in connection with the secondary training schools. The committee published its report during the year, and made several recommendations. With the low rates of pay which have to be given, it is, of course, impossible to attract a high standard of applicants for training as teachers, and a good many of the places in the secondary training schools still had to be given to non-matriculates; the committee recommended that at any rate it is not desirable to admit into the secondary training schools men who have passed only the middle standard, and that, in making admissions, preference should be given to applicants who have done well in the Matriculation examination. They recommended that special arrangements should be made to train students in teaching in the vernacular, and also in the work of teaching two classes at the same time. More time should be given to the teaching of the second vernacular, and, if no other way is feasible, the committee recommended that the course of training should be lengthened to three years. They also supported a change in the syllabus which had been recommended by the Conference of Head Masters in November, 1928, and this syllabus was actually introduced in August. As suggested by the committee, a conference of Principals and Head Masters was held in March, and action is being taken to carry out their other recommendations.

The education of special classes: 1. Aborigines.

The demand for education among the Christian aboriginal population is indicated by the fact that the number of Christian aborigines under instruction again rose by about one thousand, whereas the number of other aborigines fell by nearly two thousand. The proportion of Christian aborigines under instruction is considerably higher than the proportion of non-Christian aborigines under instruction. The exact proportions are not stated, but the number of Christian aborigines under instruction is at least one-tenth of the total number of Christians in the province; whereas the total number of non-Christian aborigines under instruction, is not more than two to three per cent of the aboriginal population. The proportion of Christians who carry on their education into the middle and high school and college stage, is also much higher than the proportion among the non-Christian aborigines, a fact which is shown clearly by the table below :—

Stage	Christian.		Non-Christian.	
	1929-30.	1930-31.	1929-30.	1930-31.
1	2	3	4	5
In colleges	40	46	16	12
In high schools	573	627	143	151
In middle schools ..	1,626	1,736	834	866
In primary schools ..	26,584	27,447	47,798	45,998
In special schools ..	863	982	176	178
In unrecognized schools ..	210	97	1,825	1,693

In Tirhut and in Orissa, a certain number of schools specially intended for aborigines is maintained, but in other divisions there is not the same need for special schools, because in large areas the aborigines form the bulk of the population. There are one Deputy Inspector and twelve Sub-Inspectors specially for the aboriginal schools, and the total sum spent by Government on the education of aborigines slightly increased during the year.

2. Untouchables.

The number of untouchables under instruction fell by two per cent. A number of schools is maintained specially for these unfortunate people, but the number decreased during the year, mainly because the district

board of Cuttack has recently amalgamated twenty of them with the ordinary schools, and it is found that where the untouchables can attend the ordinary schools, they show better results there, than if they attend special schools intended only for untouchables. In order to encourage the education of these untouchable classes, they have been exempted from the payment of fees in secondary schools maintained or aided by Government, and local bodies have been requested to grant the same concession in the schools under their control.

The proportion of the children of criminal tribes attending school, namely 391 out of a total population of nearly 6,000, is a satisfactory feature. A special school for Magahia Doms was opened in Saran, and in Giridih a number of children of registered members of criminal tribes attended a night school maintained by the local board.

Hazaribagh Reformatory School.

The Hazaribagh Reformatory School includes inmates from Bihar and Orissa, Bengal, and Assam, and the total number of boys fell during the year by about 10 per cent. Of 165 boys who have left the school and were under surveillance, 111 are reported to be leading honest lives; 7 have been reconvicted, and the rest were either untraced or were under police surveillance.

The Bihar and Orissa Council of Women.

The Council of Women is not interested only in education, but since its activities are in a sense all educative, it is most convenient to give a brief account of them here. In the past five years, it has done much to encourage and organize the activities of women in various matters of social service, much of its progress being due to the enthusiasm of its president, Lady Stephenson. The Girl Guides Association is one of the affiliated associations, and this of course is intimately connected with educational institutions, for it depends largely upon the teachers in schools for its supply of guiders, and its companies are for the most part directly connected with the various schools. There are committees in some of the big towns who visit the jails and hospitals, as well as the various educational institutions for girls; and in some towns, there are infant welfare centres, where advice is given to mothers as to the care of their children, and where instruction is given to the *dais* or local midwives, whose prejudice and ignorance appear gradually to give way to an interest in what they are taught. In Patna, classes for the teaching of first-aid were organized, and funds were

raised in aid of the Blind School, in which the Council is interested. The Society for the Prevention of Cruelty to Animals is also affiliated to the Council, and though in this, as in all its other activities, the Council is confronted by a mass of indifference and ignorance, it promotes the development of a healthy public opinion, besides the work which it directly undertakes.

Boy Scouts.

The Boy Scouts are closely connected with the educational system, as the vast majority of the scoutmasters are school teachers, and the troops are largely school troops. A fall in the number of scouts from 10,178 to 8,349 was an inevitable result, at least partly, of the political unrest. During the year, the organization was overhauled and altered, and the result should be an increase of efficiency. Scouts gave assistance at many fairs and *melas*, and in some cases their good work was acknowledged by the district authorities. On occasions they also assisted to put out fires, and to render first-aid, and in Saran they helped in a scheme of village uplift in nine villages.

CHAPTER VI.

Public Health and Medical Relief.

Public health.

The year 1930-31, judged by the statistics of deaths, was rather more unhealthy than the average of recent years. The actual number of deaths was 996,000, and the death-rate increased from 26.9 to 29.2 per thousand. More than half the increase was accounted for by a severe cholera epidemic, which was especially virulent in North Bihar, and in comparing the rates per thousand, some allowance should be made for the fact that the rates are all calculated on the population of 1921, since when there has been a substantial and steady increase in the population. The birth-rate during the year was 36.7, whereas the average of the last 10 years was 36. The death-rate is highest among Hindus (30.4) and lowest among Christians (16.2) while Muhammadans and others come between. The rate of mortality among infants less than one year old was 137.8 per thousand, as compared with 136 per thousand in the previous year, and 133 in the year before that. The question which naturally forces itself to the fore is, to what extent can a population which already exceeds 1,000 to the square mile in some districts, continue to expand at the rate at which it does, and yet be comparatively healthy; or how can a high rate of infant mortality be lowered if the birth-rate itself remains so high.

The figures of vital occurrences cannot be accepted as absolutely accurate, since they are based in rural areas on information supplied by the village chaukidar. Tests of the statistics are from time to time carried out by the vaccination staff, and they are sufficiently accurate for general practical purposes. But the statistics will not reach the standard which is desirable for scientific purposes, until all the municipalities and district boards are able to employ adequately paid health staffs, one of whose duties will be the collection of statistics.

The number of patients treated in hospitals is more accurately known, and the returns shew that 7,196,000 in-patients and out-patients were treated during the year in all the hospitals and dispensaries in the province. Four years ago, the corresponding figure was 5,836,000, and the increase of nearly 25 per cent is an

indication of the growing readiness to take advantage of proper medical treatment.

An analysis of the number of deaths from various diseases, and of patients treated for the same causes, is interesting.

Cholera.

It has been remarked above that the cholera epidemic accounted for the greater part of the increase in the death-rate. The epidemic was terrible in its severity and accounted for over 150,000 deaths, representing a death-rate of 4.4 per thousand, which is the highest since 1920. Only a small proportion of those affected with cholera go for treatment in the hospitals, the number treated for this disease being 35,000. It falls, therefore, to the Public Health Department to conduct the main campaign against the epidemic. The epidemic was worst in parts of North and South Bihar, and in several districts it persisted throughout the winter months. In some parts it had never died out in the winter of 1929-30, and it rapidly increased in intensity from April onwards till the end of August, when it gradually subsided.

Altogether 35 epidemic doctors were employed at the expense of the department, and 140 vaccinators were recruited. Large quantities of disinfectants were distributed, and 731,000 doses of cholera vaccine were supplied from the depôt at Namkum for preventive inoculation. Inoculation against cholera is purely voluntary, but there is a general demand for it in districts where it has been employed before, and the demand has steadily increased since the measure was first introduced in 1926. Special arrangements were made for cholera inoculation before the *Rath Jatra* festival in Puri, and before the Sonepur *mela* in Bihar, and the *Kumbh mela* in Allahabad. The incidence of cholera was approximately ten times as high among the uninoculated in Puri, as among the inoculated.

Several small experiments with bacteriophage were made during the year, especially at Puri during the *Rath Jatra* festival. The results were encouraging, and further experiments on a larger scale were, therefore, carried out in 1931. The experiments in Puri were carried out by Dr. I. N. Asheshov, who is in charge of the Bacteriophage Inquiry. Where the phage is used, the deaths are much fewer, the local infections do not spread, and the disease disappears much earlier than usual. The use of it does not call for any technical skill; it is cheaper than other preventive measures, and since the phage is colourless and tasteless, it is most suitable for use in the villages.

Small-pox.

The number of deaths from small-pox was 8,202, which represents 0.2 per thousand of the population. The number, though larger than in the year before, was smaller than in recent years; in 1927, for instance, the number was 1 per thousand. The number of small-pox cases treated in the hospitals in 1930 was 1,076.

Small-pox occurs severely at intervals of 5 to 7 years, and as there have been two good years, and as the state of affairs as regards vaccination is not satisfactory, it is more than likely that there will be an increase in the number of deaths in between 2 and 5 years' time. Primary vaccination was compulsory in only two districts, but will probably be compulsory in a few others in the near future. Vaccination is not yet a popular measure, and the number of vaccinations falls off whenever the disease becomes less prevalent. The number of inoculations in the year was 1,171,000, about one in eight of which were revaccinations, and the rest were primary. The agency for vaccination exists, but its efforts are defeated by the apathy or antipathy of the people, among whom there is a special prejudice against the vaccination of infants at an early age.

Fever.

In the vital statistics, which depend upon the diagnosis made by the informant himself or by the chaukidar, fever includes any disease in which a temperature above normal is a prominent symptom. In this sense, fevers accounted for 634,000 deaths, or more than half the total. The death-rate was 18.6 per thousand, against 17.7 in the year before. It is not easy to say how many of these deaths were really due to malaria, but the number of cases of malaria treated in the hospitals rose from 1,091,000 in 1929 to 1,185,000 in 1930. Over 74,000 persons were treated for influenza in 1930, and 114,000 for rheumatic fever.

There was a severe outbreak of malaria in the Supaul subdivision of Bhagalpur, and temporary dispensaries had to be opened, from which quinine and cinchona were distributed under the supervision and control of the epidemic doctors who were sent by the Government to assist the local authorities. The sale of quinine at post offices is disappointing, as quinine is not a popular medicine, and people seem to be prejudiced against its use. Attempts to popularize it have not, so far, given encouraging results.

During the fever season, quinine was supplied free to certain schools in several districts for the use of the pupils. The school-masters are unanimous in their appreciation of the measure, and

there is an ever increasing demand for the drug from the school children. Cinchona was also supplied free in certain cases, a large proportion of it being taken for distribution among the staff of the Ranchi Survey and Settlement.

Plague.

Plague is practically confined to North Bihar. The number of deaths from this cause (5,323) showed a slight increase, but the number of cases treated in the hospitals (1,121) was less than half the number treated in the previous year. Anti-plague inoculations were given with vaccine obtained from the Parel Laboratory, and in the winter months, when cholera is not prevalent, there is no difficulty in sending Government epidemic doctors to carry out preventive measures against this disease.

Dysentery and diarrhœa.

Dysentery and diarrhœa accounted for nearly 17,000 deaths; this amounts to a rate of 0.5 per thousand of the population, which is considerably less than the 10 years' average of 0.7 per thousand. Sufferers from these diseases are more ready and more able to go to the hospitals for treatment, and 141,000 were treated for dysentery alone. These diseases are most prevalent in Orissa, where three-quarters of the deaths from this cause occurred. The prevalence in Orissa is probably associated with the climatic conditions, and it is to a large extent due to the bad water-supply in many parts of the division, where it often happens that the only water-supply is from the village tank. Malaria is also prevalent in Orissa, and this disease leaves its victims debilitated and less able to resist subsequent attacks of dysentery and diarrhœa.

Consumption.

Just over 18,000 patients were treated for tuberculosis of the lungs in all the hospitals. The number of deaths attributed to respiratory diseases was 6,700; but the death-rate was 0.6 per thousand in the towns, against only 0.2 per thousand in the country. The large towns are hot-beds of consumption, and it is this disease, together with pneumonia and influenza, which causes the death-rate from respiratory diseases to be many times greater in the towns than in the country. The incidence of tuberculosis is said to be much more than is usually thought, particularly in towns which are considered to be health resorts. Improvement can only be hoped for with an improvement in the sanitary consciousness of the people.

Leprosy.

Nearly 6,000 patients were treated for leprosy in 1930 in the special leprosy clinics. The number of these clinics increased from 19 to 28, besides which there are six leper asylums and two colonies with accommodation for over 2,000 patients. The number of patients in these asylums increased during the year 1930, though the total amount spent on their maintenance had to be slightly reduced.

Other diseases treated.

Skin diseases brought more patients to the hospitals than any other class of disease, viz. 466,000 suffering from ulcers, and over a million suffering from other skin diseases. Diseases of the digestive system produced over a million patients, and the next largest classes were diseases of the ear (555,000), and diseases of the eye (442,000). Diseases of the respiratory system (excluding pneumonia and tuberculosis of the lungs), brought 354,000 patients, and other large classes were those suffering from diseases of the nervous system (178,000), and from parasites (188,000). There were 73,000 patients suffering from venereal diseases, and 57,000 suffering from kala-azar, and for each of these diseases special grants were made by the Government, which were fully utilized. The number of operations performed in the hospitals was 337,000, of which 94 per cent resulted in cures.

Improvement of health and treatment of disease.

It may be said that the fighting of epidemics, and the improvement of health by propaganda, sanitation, and other measures for the prevention of disease, are primarily the duties of the Public Health Department and its branch, the Public Health Engineering Department. Medical education and the treatment of disease are, on the other hand, the work of the Medical Department. The foregoing account of epidemic and preventible diseases, which affect a population now amounting to nearly 38,000,000, is sufficient to indicate the magnitude of the problem which confronts these departments. They work largely through the local bodies, but in proportion to the size of the population and the problems of health in a tropical country, their resources are limited in the same degree as the total revenues of the province. Considering these resources it can safely be said that the most is made of the available funds.

The Public Health Department.

In the Public Health Department there are the Director and 29 Assistant Directors and Health Officers, some of whom form an epidemic reserve. Only five of the larger municipalities in the province employed health officers during the year, three of whom

were paid for by the Government. There seems no immediate prospect of the appointment of health officers in other towns, as the municipalities are not prepared to raise the funds by fresh taxation. Of the districts, eleven out of twenty-one employed health officers and staff, organized on the lines approved by the Government in 1924. Most of the other districts had a small nucleus of staff, but no health officer. Though two districts had to discharge their health officers and part of their staff during the year for financial reasons, the reports on the work in all cases revealed considerable progress in matters connected with public health and hygiene, more especially in the prevention of disease. A very large number of inoculations was performed by the district staff.

The sanitation of the Jharia and adjoining coal-mine areas is under the control of a specially constituted body, the Jharia Mines Board of Health. The mining settlements were visited by the Director and Assistant Director of Public Health, and the Board is reported to have achieved satisfactory results and steady progress during the year.

An important step taken by the Department in 1920 was the inauguration of a system of medical inspection in high schools. The work has grown considerably with useful results, and in 1930 the system was extended to middle schools. Lectures on hygiene are delivered, the buildings are examined, the pupils are medically inspected and advice is given to them. It is encouraging to note that more attention is now being given by parents to these reports.

Articles were issued from the Public Health Bureau on health and hygiene, and published in the local press. The Assistant Directors, of whom there is one in each division, are provided with magic lanterns and slides, with which they gave lectures on health subjects, both during their tours and at fairs and *melas*.

In the Public Health Laboratory, 1,527 items were examined chemically or bacteriologically. It was found that 42 per cent of the *ghi* samples, 40 per cent of the mustard oil and 29 per cent of the milk, were adulterated, and it is to be regretted that local bodies do not make more use of this opportunity of checking the adulteration of food-stuffs.

Sanitary and water-supply schemes.

The site of Sonepur fair was provided in 1929 with a piped water-supply, and work is in progress on the Puri supply. The provision of this long-felt want will have an important effect on this great pilgrim centre. Other important schemes which the Engineering Department had in hand during the year were extensions to the Patna water-supply, the drainage and water-supply

of the temporary jail, as well as the Veterinary College at Patna, and the installation of electrically-driven pumps in Muzaffarpur and Bhagalpur. Improvements were also begun in the Daltonganj waterworks, and plant was purchased for boring tube-wells, for the special needs of small municipalities. Where district health organizations exist, efforts are being made to improve the sanitation of villages, but progress is slow. Health inspectors are trained at the sanitary school, and 17 students out of a class of 27 passed out successfully.

The Medical Department.

The local hospitals and dispensaries aided or maintained by the Government are usually in charge of Sub-Assistant Surgeons. The hospitals at subdivisional headquarters are in charge of officers of the Bihar and Orissa Medical Service, which contains over 100 members. The Civil Surgeon exercises control over the dispensaries in his district, besides being personally in charge of the district hospital, and the whole department is under the Inspector-General of Civil Hospitals.

Hospitals and dispensaries.

The number of dispensaries and hospitals in the province, including private and railway hospitals as well as those aided or maintained by the Government and local bodies, remained at 673. Actually nine of the existing ones were closed, but nine new ones were opened. Out of this number, 70 were private non-aided dispensaries, and 58 belonged to the railways. The total expenditure on the State, aided, and local fund hospitals amounted to nearly Rs. 33 lakhs. There are, of course, no statistics available of the amount of work done by private practitioners.

The average daily attendance at the hospitals aided and maintained by the Government was over 2,900 indoor patients, and nearly 34,000 outdoor patients. The *pardah* system still makes it difficult for women to attend hospitals, but the proportion of women was about two to every five men. A hospital for women in Patna, called the Lady Stephenson Female Hospital, was added to those already existing. A brief account of the work done with the help of the Bihar and Orissa Council of Women, in connection with maternity and child welfare, has already been given in chapter V.

Medical education.

The Prince of Wales Medical College in Patna has been in existence for six years. There were 258 students, of whom 47 appeared for the final examination. Seventeen of these qualified as M. B. B. S., a

degree which has now been recognized by the Conjoint Board, London. Twenty-three students were sent to Bangalore for training in practical midwifery, and 29 to Kanke for mental diseases. Papers on research carried out at the College were published in the Patna Medical Journal, the Indian Medical Gazette, and the Journal of Experimental Physiology. Other papers were read at the Indian Science Congress at Nagpur, and at the Indian Research Fund Association in Calcutta. The College was visited by the Director-General of Indian Medical Services, who reported that the progress of the College reflected great credit upon the Principal and his staff.

Fifty-seven students from the medical schools at Cuttack and Darbhanga obtained the license of the Medical Examination Board during the year, of whom four were taken into Government service as Sub-Assistant Surgeons. Thirty-six students of these schools also qualified as compounders. The course for licentiates lasts four years, and proposals for improving the course are under the consideration of the Government.

There are also schools maintained by Government in Patna for the teaching of the Ayurvedic and Tibbi systems of medicine. The number of students in the former increased to 104, and the total number of patients attending the dispensary attached to it was over forty-six thousand. This number is not included in the number of patients who attended the regular hospitals and dispensaries mentioned above.

Mental hospitals.

The Indian and European Mental Hospitals are situated at Kanke, near Ranchi. The Indian Hospital was overcrowded and 50 emergency beds had to be provided, but it has not been possible to finance the permanent extensions which are required. Some relief was obtained by discharging incurable but harmless patients, whose relatives were prepared to take charge of them. The general health of the patients was good, and though the maximum of freedom is allowed there were no escapes. The Principal was selected by the Secretary of State to attend the first International Congress on Mental Hygiene in America.

The Itki Sanatorium.

The Itki Sanatorium near Ranchi is provided with 48 beds. There were 77 applicants for admission, of which many were too advanced to be suitable for treatment. The actual number treated was 40. Of the 15 cases which were discharged after undergoing treatment, one was cured, eight were much improved, and one was improved.

The Radium Institute.

The Radium Institute was moved from Ranchi to Patna in 1928, and since that date the annual increase in the number of cases treated has become even more marked than it was before. Since the removal, the average number of cases treated each year has been nearly 500. A considerable proportion of those who come for treatment consists of people in an advanced stage of the disease, who are not suitable for treatment, but during the year 144 cases improved under treatment, 80 were freed from all signs of the disease, and 24 were cured.

From the way in which the number of patients is increasing it is clear that it will in the near future be necessary to augment the radium resources of the Institute. A building with a number of beds for patients is being provided by the generosity of Kumar Bisheswar Singh of Darbhanga.

CHAPTER VII.

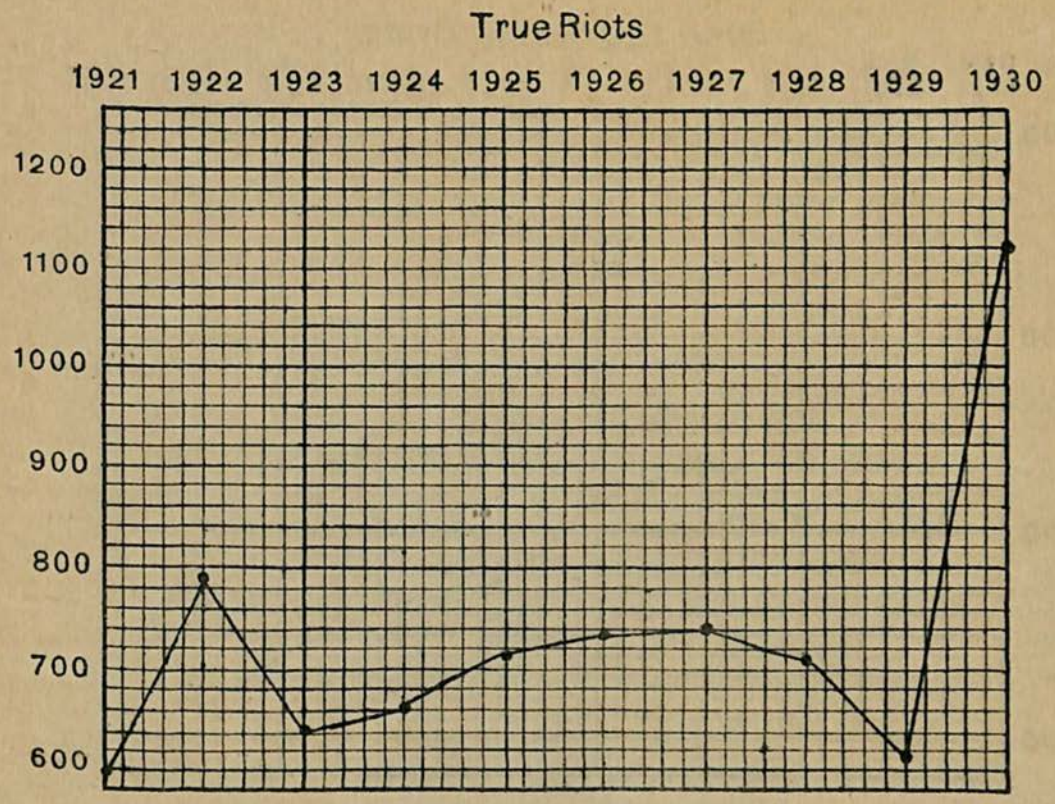
Maintenance of the Peace, Administration of Justice and Jails.

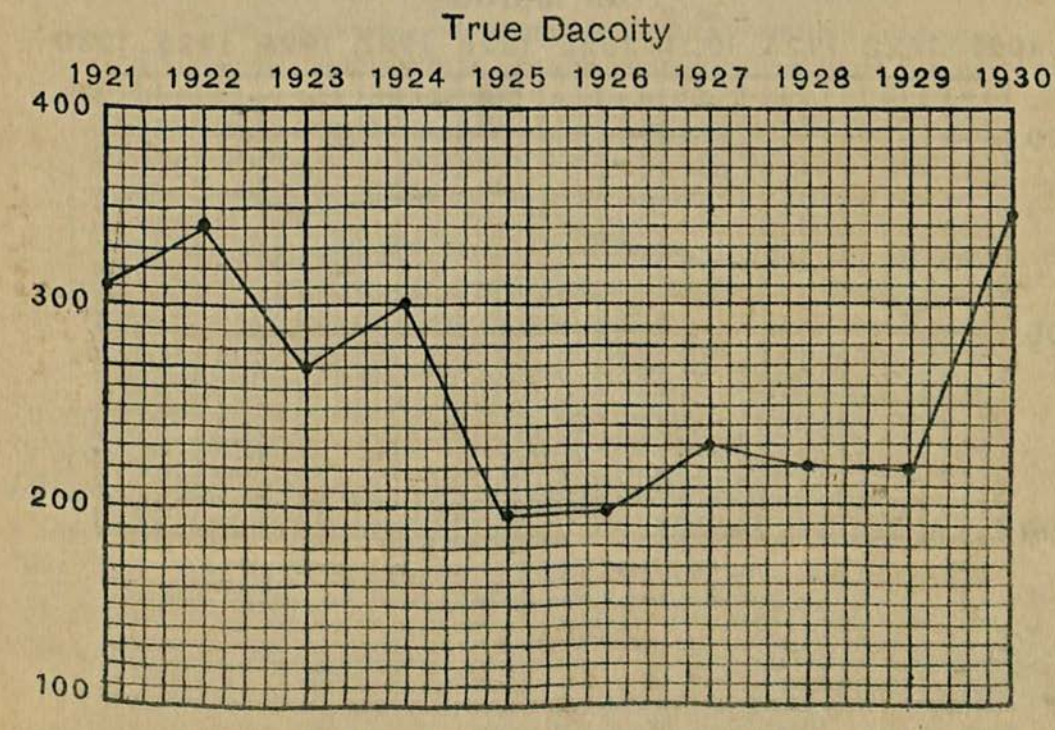
The police force of the province.

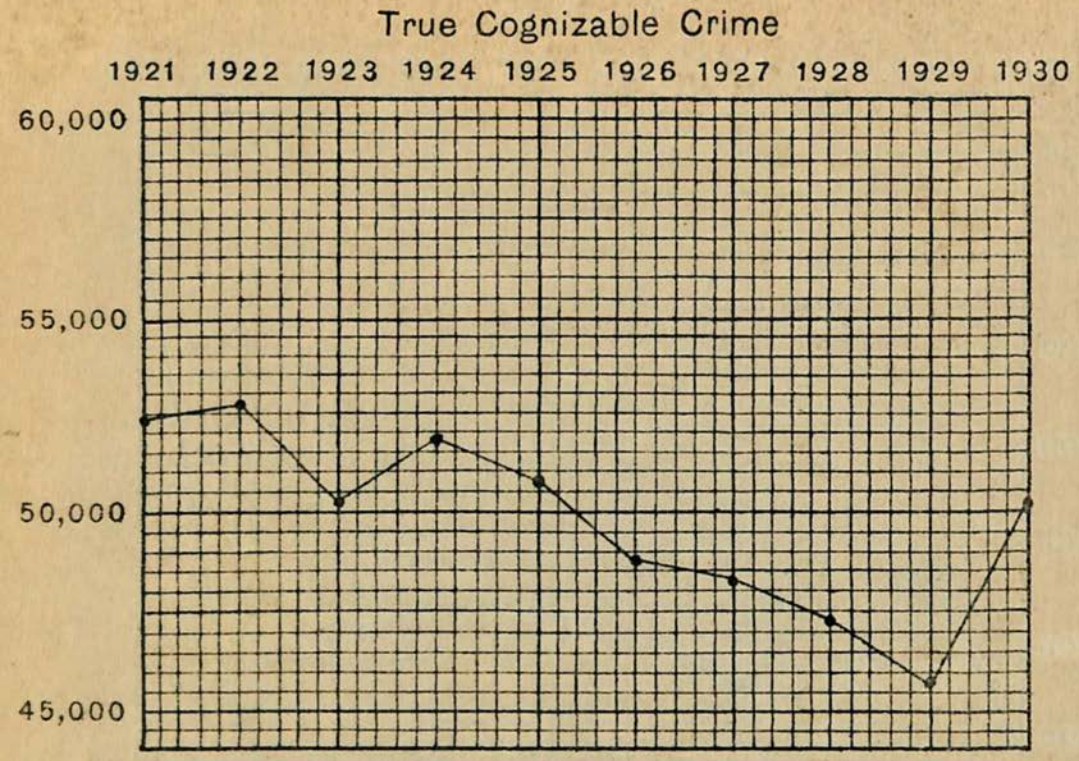
An idea of the strain which was put upon the police as a result of the civil disobedience movement in 1930-31, will be obtained from the account of the events outlined in Chapter I. The force of civil police which had to deal with that movement consisted of 14,451 officers and men, of whom 11,470 were constables. This works out at only one policeman to every 5.8 square miles, or about one to every 2,600 persons of the actual population. There are also two companies of military police, and a squadron of military mounted police, amounting in all to 447 officers and men, who were employed throughout the year on duty in connection with the civil disobedience movement. The total cost of the regular police was about Rs. 87½ lakhs. It is the smallest police force in India, whether judged in proportion to the area or the population of the province. The cost per head, which works out at less than four annas per head of the population, is only about two-thirds of that in any other province. It is hardly surprising that nine forces of additional police had to be employed during the year, at the cost of the inhabitants, in places where the civil disobedience movement produced the most lawlessness.

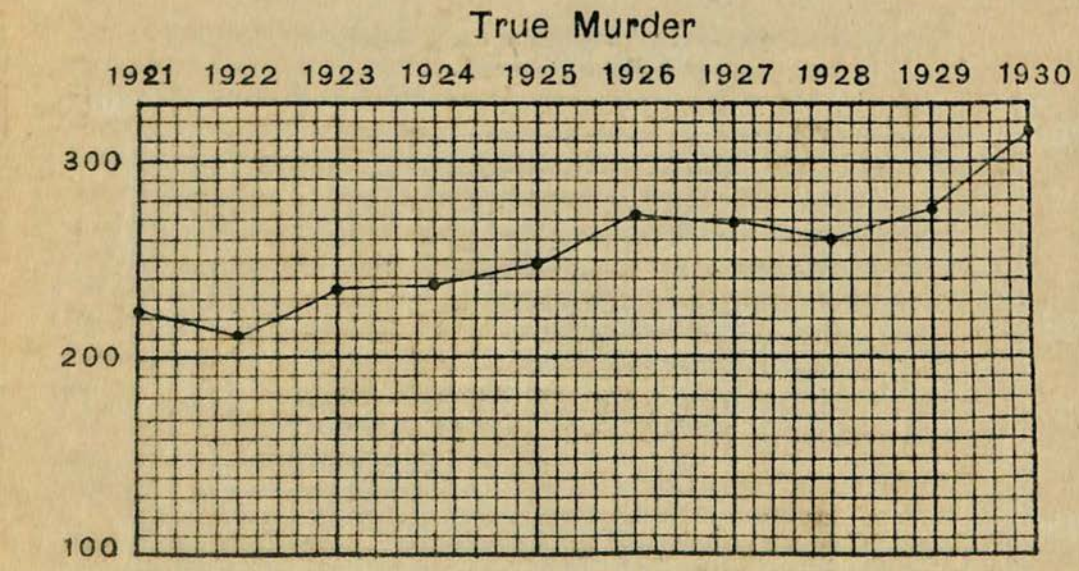
Even in normal times the force is barely adequate to meet the increased demands of recent years, occasioned by the need of men for traffic control and by the growing population. In the civil disobedience movement it was tested to the utmost, having to undergo long periods of duty, and to do that duty in the face of abuse and injury. Small isolated parties were often in danger, and 36 officers and 112 men were injured, some of them very severely, in the execution of their duties. A large police force may be able to control a situation by mere weight of numbers; a smaller force cannot afford to let the initiative pass to a mob which may get out of hand. It was generally recognized by responsible people, and officially recognized by the Government, that the police emerged with the greatest credit, and handled the situation well and yet with restraint.

The discipline of the force has been good and steadily improving in recent years. Departmental punishments were few, and punishments by courts almost negligible, while over 6,000 officers


True Riots
1921 1922 1923 1924 1925 1926 1927 1928 1929 1930
1200
1100
1000
900
800
700
600


True Dacoity
1921 1922 1923 1924 1925 1926 1927 1928 1929 1930
400
300
200
100


True Cognizable Crime
1921 1922 1923 1924 1925 1926 1927 1928 1929 1930
60,000
55,000
50,000
45,000


True Murder
1921 1922 1923 1924 1925 1926 1927 1928 1929 1930
300
200
100

and men received rewards for good work, amounting in all to Rs. 43,000; rewards were also given to 1,910 members of the public for assisting the police. One officer received the King's Police Medal in 1930, and many officers and men received titles or certificates for good work.

Progress was made in the education of constables, in spite of the difficulties of the year, and 86 per cent are now able to read and write. Over six hundred men passed the first-aid course during the year, and the training was of use on many occasions.

The chaukidars and daffadars of the village watch deserve the greatest credit for remaining for the most part staunch and loyal throughout the civil disobedience movement. There were numerous instances of good work, and their loyalty is all the more remarkable considering their low pay, and the fact that they often have to live isolated among the villagers.

Crime.

It has been said that the civil disobedience campaign helped to produce a serious increase of ordinary crime. This is sufficiently well illustrated by the diagrams on the opposite page, which show that riots, murders and dacoities increased sharply and were more numerous in 1930 than in any other year in the decade, while cognizable crimes were more frequent than in any year since 1925. It is certain moreover that the proportion of crime which went unreported was higher than usual, for villagers were discouraged from reporting, and the chaukidars were often intimidated.

That the increase was almost, if not quite, entirely due to civil disobedience, and hardly at all to the economic depression, is shewn by the fact that the increase in crime was greatest in the areas where the movement was strongest, and that the excess of crime decreased when the movement weakened, though at the same time the economic situation was getting worse.

As the Inspector-General pointed out, the effect of the movement was fourfold. By fostering a spirit of lawlessness, it emboldened the criminal; by encouraging the suppression of information, it gave him a feeling of impunity; by intimidating the village chaukidar, it deprived the police of a valuable weapon; and by distracting the police from their ordinary duties, it gave the criminal a freer hand.

In 1930, over 11,300 persons were convicted of offences in connection with the civil disobedience movement alone. There were two dacoities in May 1930, in which some of the participants were persons connected with the terrorist movement. Fortunately

the perpetrators, though armed and desperate characters, were later arrested with great gallantry by a party under the Superintendent of the Saran police, and were eventually given sentences up to 10 years' rigorous imprisonment. There were 11 prosecutions under section 124-A of the Indian Penal Code, all of which ended in conviction.

Murder.

Ranchi, Manbhum, Patna and Saran districts each had over 20 cases of murder. Persons were sent up for trial in fifty per cent of the cases, and about half of these ended in conviction. A belief in witchcraft is still so strong that in sixteen cases it was the alleged cause or motive of the murder. Cases of human sacrifice still occasionally occur to show the lengths to which the belief in witchcraft will carry its devotees. One such case occurred in September in Sambalpur, the victim being a boy of seven, whose severed head was afterwards found in a well. Palm leaf documents were found in the house of the accused, which contained directions for the sacrifice of goats and fowls, but the pages which presumably dealt with human sacrifice had been removed. Even influential people of the locality seriously believed that the wizard was capable of letting loose the devil on anyone he liked, and even educated servants of Government were not above going to him for advice. The two murderers in this case were sentenced to death.

On one occasion, the police arrived just in time to prevent a woman from committing *sati*.

Riots, dacoities, burglaries.

Communal tension was the cause of sixteen riots, and there were numerous other cases in which the intervention of the police averted trouble. The increase in riots of all kinds was most marked in Saran (377 per cent), Bhagalpur, Shahabad, Patna and Champaran. Three of these districts also had the biggest increase in dacoities, a form of crime which reflects most clearly a state of disorder. The dacoits were armed with guns in eleven cases. Burglaries increased in fourteen districts, the increase again being most marked where civil disobedience was most active. Altogether the number of burglaries rose by twelve per cent.

Railway crime.

There was an increase in crime on the railways, amounting to over twelve per cent on the Bengal and North-Western Railway. There were thirty-three cases of obstruction or attempts at derailment, of which four were important. In two cases obstructions were placed on the line just before or just after the special of His Excellency the Governor passed; in another case fish-plates were removed when

a passenger train was due to pass, and in another an obstruction was placed before an express train. Fortunately none of these attempts was successful in wrecking the train.

False cases.

There was a decrease in the number of cases declared maliciously false, from 1,623 to 1,387. As usual, the Bhagalpur Division heads the list with 456 cases. Prosecutions of those who brought the false cases were ordered in 285 cases, of which 108 ended in conviction. The number of persons prosecuted for perjury was 116, of whom 51 were convicted. Investigations by the Criminal Investigation Department in two cases resulted in the conviction of persons for instituting fraudulent civil suits.

Prevention of crime.

The practice of making constables acquainted with the bad characters in their own and neighbouring police-stations again produced useful results, and fifty arrests were due to this. The improved methods of surveillance, of picketing the residences of bad characters, and of patrolling roads, have all helped of recent years to bring down the volume of crime, until the unhappy events of 1930 and 1931 caused a recrudescence. The inadequate lighting of streets in towns still hampers the police in their work.

Section 11 of the Criminal Tribes Act was applied to 45 dangerous Magahiya Doms in Saran, and 188 members of criminal tribes were convicted of offences against the Penal Code.

The work of the branch of the Criminal Investigation Department which deals with questioned documents has increased and now requires two officers to cope with it. Photographs were taken in the Photo Bureau, not only of convicts and members of criminal tribes, but also of manuscripts and finger prints. Over 9,000 new finger print slips were placed on record in the Finger Print Bureau, and 860 persons were identified as old offenders. The history sheets of professional criminals now number 4,497. Their usefulness was proved in many cases; for example, a swindler who was arrested in Cochin was identified as a man wanted in 11 cases in this province.

The *námukammal* system worked well in those districts where it was introduced. It expedites the disposal of simple cases, and it was decided to use it on a larger scale.

Criminal justice.

Nearly 105,000 criminal offences were reported in 1930, of which not quite two-thirds were under the Indian Penal Code, and the rest under special and local laws. The number increased, as compared with 1929, in

eleven districts, and decreased in nine districts. In two, the decrease was partly attributed to the fact that survey and settlement operations had recently taken place, so that there were fewer disputes about the land. Nearly twenty-three per cent of the cases were found to be false, or were dismissed as trivial or because they were compromised.

The bulk of the magisterial work is performed by the stipendiary magistrates; honorary magistrates disposed of about one in every seven of the 68,000 cases sent for trial. Almost exactly two-thirds of the persons actually tried (i.e., excluding those whose cases were compounded or dismissed for default), were convicted. Sentences of rigorous imprisonment were passed on 19,638 persons, and of simple imprisonment on 964. Whipping was inflicted in 348 cases. Of the fines imposed during the year amounting to nearly Rs. 7½ lakhs, only Rs. 4¼ lakhs were realized.

There are no juvenile courts in this province, but 24 youthful offenders were sent to the Hazaribagh Reformatory school instead of being sentenced to imprisonment. Over 1,700 persons were also released on probation under section 562 of the Penal Code instead of being sentenced.

Out of nearly 250,000 witnesses who attended the courts, not quite one-quarter were discharged without being examined. Two-thirds of the witnesses who attended were discharged on the first day, but nearly 4,000 were detained for more than three days. The High Court recorded the opinion that the detention of witnesses could be reduced by a more methodical arrangement of dates fixed for the hearing of cases.

Courts of sessions.

The cases tried in the sessions courts numbered 671. The number of persons concerned in the cases which were concluded was 2,089, and of these 1,037 were convicted. Sentences of death were passed on 48 persons, and of transportation on 74. Sentences of rigorous imprisonment were passed on 867, and the rest were sentenced to fine or whipping.

The system of trial by jury is in force in certain districts for certain sections of the Penal Code, and the judges accepted the verdict of the jury in the case of 443 persons out of 505. In two districts the system was considered to work satisfactorily, but in five districts the judges reported adversely. Some of them said that they would regard any extension of the system with apprehension. In two districts, qualified approval was expressed, depending on the

selection of a higher standard of jurymen. In the trials of 1,525 persons with the aid of assessors, the judges disagreed with all the assessors in the case of 211 persons.

Appeals.

Three thousand appeals were decided by the courts of session in 1930. Twenty-six per cent of the appellants were acquitted, sixteen per cent were partially successful, and fifty-seven per cent were wholly unsuccessful. In the other cases, new trials or further enquiries were ordered. The number of appeals decided by magistrates was 2,557. Twenty-seven per cent of the appellants were acquitted, and nearly sixteen per cent were partially successful. Out of 45 persons whose cases were referred to the High Court for confirmation of the death sentence, the sentence on 22 persons was confirmed. Four others were sentenced to death, out of 81 persons whose cases were referred to the High Court under section 307 of the Code of Criminal Procedure.

Panchayat courts.

Various opinions were expressed by the different district magistrates as to the usefulness of the village panchayat courts. Some reported that some of these courts do valuable work, but others reported that their work was unsatisfactory; few reported that they give appreciable relief to the regular courts. District judges on the whole reported to the same effect.

Civil justice.

The number of civil suits instituted was nearly 194,000 which, though lower than the number in 1929, was higher than in any other previous year. This figure includes rent suits in certain parts of the province, but not in Chota Nagpur and Orissa, where rent suits are tried by the revenue courts. There was a substantial fall in rent suits in Purnea, Saran and Bhagalpur. In Purnea the decrease was attributed to the fall in prices of tobacco and jute, on account of which some of the creditors and landlords, seeing little chance of realizing their dues, postponed the filing of suits. About seventy per cent of the rent suits are for sums not exceeding fifty rupees.

As there were 118,000 suits pending from the previous year, and others were revived or remanded, the total number of suits for disposal was 313,000. Three munsifs were added to the cadre from April 1930, and it is satisfactory that the number of suits disposed of was nearly 206,000, or 33,660 more than in the previous year. Of the 198,000 suits disposed of by munsifs, about one-sixth was disposed of under the Small Cause Court procedure. Nearly 83 per cent of the contested suits ended in favour of the plaintiffs.

Though the number of pending suits was reduced, the average duration of contested suits was higher than in the previous year. The fact is that the judicial staff is too small for the needs of the province, but financial considerations have prevented its expansion to the extent which is necessary.

The number of appeals and miscellaneous cases preferred before the High Court was 3,832, and the number disposed of was 3,400, so that there was an increase in the number pending at the close of the year, which was 4,294. Three of the Judges of the High Court were engaged for several months in hearing a criminal trial.

To the appellate courts subordinate to the High Court, appeals were preferred in 36 per cent of the appealable cases. These courts disposed of 11,000 appeals during the year, and reduced the pending balance of year old appeals from 2,785 to 1,796. In fifty per cent of the appeals they confirmed the judgment of the lower court, and in sixteen per cent they modified it. In the rest the judgments were reversed, or the appeals were dismissed for default.

The posts of registrars attached to the civil courts at Patna and Gaya were maintained, but it was not possible to extend the system to other districts. The system has not resulted in an improvement in the rate of disposal of cases, but it is reported to have practically put an end to extortion, improved immensely the conduct of routine business, and given considerable relief to the public.

Several judges reported that the Usurious Loans Act, 1918, was being applied by the civil courts and was giving relief to a certain extent to debtors, by the reduction of exorbitant rates of interest.

Jails.

It becomes monotonous to recapitulate the disastrous effects of the civil disobedience movement upon the peace and general progress of the province. The number of new prisoners admitted increased from 14,000 in 1929, to 25,000 in 1930, and the average number of prisoners in jail rose from 8,077 to 12,627. Such a huge increase as this naturally had its effect not only upon the discipline but also upon the health of the prisoners, and it became necessary to restore three reduced jails to their former status, to open a temporary sub-jail at Gulzarbagh, and to build a camp jail at Patna capable of accommodating 4,000 prisoners.

The percentage of Hindu prisoners among the new admissions increased, while the percentage of Muhammadans decreased from

12.6 to 8 per cent, which is an indication of the extent to which the Muhammadans kept aloof from the movement. The bad effects upon the younger members of the population are illustrated by the fact that the proportion of offenders under the age of 21 was more than double the proportion in 1929. Nearly 29 per cent of the new convicts were literate, whereas in the previous year only 12 per cent were literate. Compulsory education of all prisoners under 25 was continued in Gaya with satisfactory results, but in Bhagalpur the classes had to be suspended on account of the overcrowding.

Over 4,300 of the new prisoners were under 21, but it was not possible on account of the overcrowding to transfer them to the Monghyr juvenile jail, where juvenile prisoners are ordinarily confined. They had to be kept in other jails, segregated as much as possible from the other prisoners. The general routine in the juvenile jail was the same as usual, and technical classes, night schools, and religious instruction were continued. Improvements in the matter of grading, clothing, bedding, diet and interviews were approved by the Government.

The total number of female convicts rose by 41 per cent to 565. A proposal to train the female warders at Bhagalpur as midwives was approved, as an experimental measure.

Attention has often been drawn to the undesirability of giving short sentences of less than one month, which can do little good and may do harm, and there was a considerable improvement in this respect during the year.

Classification of prisoners.

The new system of classification of prisoners was introduced during the year. Briefly, division I is meant for non-habitual prisoners of good character, who by social status have been accustomed to a superior mode of living, and have not committed certain offences of violence. Division II is also meant for prisoners who are accustomed to a superior mode of living; and habitual offenders are not automatically excluded from this class. Division III consists of prisoners who are not classified in I and II. It was not possible to segregate the different classes in different jails, and the resultant jealousy had a damaging effect upon discipline.

The best that can be said of the civil disobedience prisoners is that except in one or two instances they avoided using actual violence. But they indulged systematically in obstruction, provocation, disobedience of rules and orders and the concerted shouting of seditious slogans and songs. The warder staff had to

be temporarily increased to deal with the large population, and their conduct on the whole was highly commendable. In spite of grievous provocation, they carried out their duties loyally and yet with restraint. Corporal punishment of prisoners was only administered when all other means of enforcing discipline had failed, but the number of such punishments rose from 3 to 21.

Tent-making, tailoring, and cotton-weaving were carried on in the central jail at Buxar. There were heavy demands for uniforms and for jail clothing, so that the tailoring department worked at high pressure, and the cotton weaving department had to be reopened; but the demand for tents fell off.

Blanket-making, tailoring, blacksmithy and carpentry are done at Bhagalpur. At Gaya the principal industry is the jail press, and at Hazaribagh oil-pressing, cotton and silk-weaving, tailoring and manufacture of aloe goods. The total net profit from manufactures in these central jails and the district jails amounted to Rs. 1,13,844. The total cost of the jail department, excluding the cost of buildings and repairs, rose from Rs. 13¾ lakhs to Rs. 17,81,000.

CHAPTER VIII.

Excise.

Excise policy.

In the earlier part of the last decade, the excise policy of the Government was the subject of frequent attacks. It was urged that the reliance of the Government upon a large excise revenue demanded a proportionately large consumption of liquor and drugs, and was, therefore, opposed to the sentiment of the country which demanded prohibition. The weakness of the first assumption is indicated by the fact that though the excise revenue increased from Rs. 104 lakhs in 1912-13 to Rs. 191 lakhs in 1929-30, the consumption of excisable articles had decreased to a surprising extent. In the case of country spirit, which contributes the largest item to the revenue, no exact comparison of consumption is possible, because in 1912 a much larger part of the province was served by the outstill system, under which no records of consumption are available. Yet, though the area under the distillery system had been very considerably extended, the total consumption of liquor on that system had been reduced by 17 per cent, by the year 1929-30. If districts in which the distillery system had been in force all the time be alone taken into account, the consumption of country spirit had been reduced by one-half. The consumption of *ganja* had decreased by 44 per cent, of *bhang* by over 50 per cent and of opium by over one-third.

These results were obtained by keeping up the prices, reducing the number of shops and the hours of sale, decreasing the strength of liquor, and not least by introducing the sliding-scale system of assessment in place of the old system of settlement of shops by auction. It was becoming more generally recognized that good results were being obtained without prohibition, and that prohibition was not a practical policy, since it would demand a large and expensive army of preventive officers, and it would be impossible to raise by other taxation the sum necessary to replace the lost revenue.

Then came 1930, with a fall of Rs. 43 lakhs in the excise revenue, and a decrease of about one-third in the consumption of country spirit and of *ganja*, of one-quarter in the consumption of *bhang*, and of over one-tenth in the consumption of opium. How

much of this decrease was due to the anti-excise campaign, and how much to the reduced spending power of the population, it is difficult to say. But that the object of the picketing was to reduce the excise revenue of the Government, rather than to reduce the consumption of excisable articles, is indicated by the fact that advice was distributed to consumers in every district that they should manufacture their own intoxicants if they could not altogether abstain from them. There was much more interference with the consumption of *tari* and rice beer, which are mildly intoxicating, and are chiefly consumed by the poor, than with opium, the rich man's drug. The number of illicit distillation cases rose by nearly 120 per cent, and no case came to light in which Congress leaders had in any way opposed the practice of illicit distillation.

It was noticeable that, though it was suggested in the Council debate on the budget that part of the decrease in revenue was due to a real growth of temperance, the excise policy itself was not criticized as bitterly as it used to be in earlier years. Though excise still contributes a large share of the public revenue, that is because the revenue from other sources is small. The actual consumption, in proportion to the population, is not high. The consumption of *tari* and rice beer cannot be estimated, but the following table will show the consumption of other excisable articles :—

Year.	Country spirit.	*Ganja.*	*Bhang.*	Opium.
	L. P. gallons.	Mds.	Mds.	Mds.
1912-13 ..	1,157,636	2,498	538	926
1929-30 ..	960,304	1,411	264	605
1930-31 ..	636,788	954	200	539

The consumption of these quantities by a population of thirty-eight millions cannot be considered excessive, and the total excise revenue amounts to less than six annas per head. A few years ago a committee was appointed to consider whether prohibition was practicable or not, or whether any changes were required in the Government's excise policy. It is unnecessary to repeat the arguments which convinced the committee that even with the huge staff that would be required, it would be impossible to enforce prohibition, in a province with long borders over which excisable

articles could be smuggled, in which drugs such as *ganja* and *bhang* could be easily cultivated, and in which there is a large aboriginal population whose religious observances are bound up with the drinking of rice beer. Nevertheless an experiment in total prohibition was tried in a portion of Darbhanga district, where all country spirit shops were closed from the 1st of August, 1928. An experiment confined to a particular area, and interfered with by the general picketing campaign in 1930, could not lead to very definite conclusions; but it did show that the consumption of liquor in shops just outside the area considerably increased, as the consumers in the area went to get their requirements from them. The experiment was eventually abandoned at the end of March, 1931.

Various measures to promote temperance were introduced during the year. In five districts, the limit of retail sale and possession of raw opium was reduced from 2½ tolas to 1½ tolas, which is now the limit in force in the whole province. In order to discourage illicit distillation and to wean consumers from strong drink, an issue strength of 80° U. P. was prescribed for three shops in the jungly area of thana Barachatty in Gaya, in place of the previous strength of 72.5° U. P. The limit of retail sale and possession of *bhang* was reduced from four chittaks to one chittak in the districts of Shahabad, Saran and Palamau. The contract distillery system was extended by the inclusion of three outstill areas in the district of Palamau, so that this system now covers the whole province, except Angul and the greater part of Singhbhum, and small areas of Shahabad, Ranchi and Palamau. The sliding-scale system of determining license fees for country spirit shop was further extended. This system, under which the fee is fixed in a rising proportion as sales increase, so that the incentive to push the sale of liquor is reduced, is now in force over the greater part of the province. Licensing Boards were constituted in 1924 in eight of the important towns of the province, and they worked satisfactorily in 1930-31. A new *ganja* and *bhang* shop was opened in Gaya, while thirteen *tari* shops and one drug shop were abolished.

The picketing, which was peaceful in the beginning, soon began to be violent, and many cases of assault on consumers and licensees were reported. Volunteers were often men of questionable character, and in one instance they were promised twelve annas a day if they should be sent to jail. It is possible to mention only a few specific instances of the so-called " non-violent " methods. In one case, a licensee had his shoulder dislocated and was prevented from using any public conveyance, so that he had to make his way

many miles on foot to obtain medical relief. In Bhagalpur, an excise inspector and his assistants were mercilessly assaulted while conducting a search for illicit distillation cases. In Manbhum, some consumers, among whom was a woman, were assaulted for visiting a country spirit shop, and one of them was wounded by a knife. The campaign naturally put a severe strain upon the excise department, and there were over a score of cases in which excise officers were assaulted in the performance of their duties.

There were scores of other cases in which violence was used or in which consumers were robbed of the articles which they had purchased, and these methods were reinforced by the threat of social boycott. Consumers were prevented from purchasing their every-day necessities, or from using the public wells. Sometimes the inmates of houses were prevented from leaving them for purposes of nature in the mornings. Others had their faces smeared with tar, or suffered the indignity of being paraded round the streets upon a donkey. The boycott was so well organized that the excise officers themselves were prevented from procuring supplies of food when on tour, and the staff deserve great credit for the way in which they carried out their duties, in the face of great and constant provocation and intimidation.

In some cases consignments of spirit despatched from the distilleries by rail could not be taken from the stations to the warehouses, as the local cartmen refused to carry them, and special arrangements had to be made for their transport. There were also several cases in which licensed shops were actually set on fire. Toddy-palms were damaged in many districts, and in a few cases the trees were actually cut down. The *Pasis* were threatened with boycott, and some were forcibly prevented from taking settlement of their shops. The promulgation of the picketing ordinance and the arrest of many of the violent volunteers caused a lull in their activities, which revived, however, when the settlement of excise shops for the ensuing year took place in March.

It has already been noticed that the number of cases of illicit distillation increased by 120 per cent, and there was evidence that in some places illicit distillation was going on on a large scale. Liquor was being sold at rates much below the cost of licit liquor. The illicit liquor is much stronger than anything allowed by the Government, and, being produced by rough and hasty methods, it is much more deleterious in its effects.

Country spirit.

The number of shops for the sale of country spirit was reduced by 5, to 1,447. Prices for retail sale were revised in several districts, and twenty-ounce

bottles were prescribed in place of twenty-three ounce bottles. The nett result was an increase in the retail price, not only in these but in other districts also. In several districts, the consumption fell by over 40 per cent, and in some districts by as much as 50 per cent, while the total revenue from country spirit fell from Rs. 80 lakhs to Rs. 54 lakhs. As in other years, no spirit shops or outstills were allowed in the Khondmals subdivision of Angul, nor in the Kolhan in Singhbhum.

Tari.

The total revenue from *tari* fell from Rs. 25 lakhs to Rs. 22¼ lakhs. There were altogether 5,737 licenses for the sale of fermented *tari*. The licenses are usually settled by auction, but in recent years the experiment of levying a tax on each tree tapped has been tried. This method worked satisfactorily in Patna district, and during the year it was therefore extended to parts of Gaya, Muzaffarpur and Monghyr. Where this system is in force, the revenue is collected with less difficulty than under the old system, and the business is not such a speculative one for the licensees, nor is there the same incentive to force up sales; but a larger excise staff is required to administer the system.

Pachwai.

Rice beer is dealt with in two different ways. There are retail shops, numbering 355, with licenses for the sale of this intoxicant, while in certain areas licenses for home-brewing are granted at a nominal fee to certain classes of aboriginal inhabitants, who are accustomed from time immemorial to brew and drink rice beer at their religious festivals. The number of home-brewing licenses decreased by over fifty per cent during the year, partly on account of the enhancement of the fee to Rs. 2, and partly because the aboriginals in Purnea and elsewhere were instructed by Congress volunteers either to abstain from drink, or to brew without licenses. The result was that the number of cases of illicit home-brewing was doubled. The areas in which home-brewing is allowed have been gradually restricted, but in some places the inhabitants are slow to reconcile themselves to the change.

Hemp drugs.

A small part of the supply of *ganja* comes from licensed cultivation in the province, but the main supply comes from that manufactured under Government supervision in Bengal. The retail price was raised in shops on the Nepal border, and in six other districts, and there was of course a general decrease in consumption on account of the picketing and the shortage of money. The revenue fell from

Rs. 44 lakhs to Rs. 29 lakhs; the greatest decreases in consumption took place in Tirhut and Bhagalpur divisions, and the total consumption fell from 56,000 to 38,000 seers.

The consumption of *bhang* decreased by about twenty-five per cent, to 8,000 seers, and the revenue decreased proportionately. In one district, the decrease was reported to be due to the smuggling of wild *bhang* from districts north of the Ganges.

Opium.

The revenue from opium fell from Rs. 35¾ lakhs to Rs. 31¾ lakhs, and the consumption from 24,181 seers to 21,545 seers. The revenue is realized in the form of license fees, and by the sale of opium, which is a Government monopoly controlled by the Government of India.

The practice of administering opium to children is common in Balasore, and also prevails to some extent in other districts, but it is satisfactory that continued propaganda by officers of the excise and other departments, combined with instruction given in schools, is reported to have caused the almost complete disappearance of the practice in at least two districts. Eleven cases of opium-smuggling were detected during the year, all the seizures being of opium which was on its way to Calcutta, either for consumption there, or for transport further east. Convictions for illicit sale or possession of cocaine were less than in the previous year, mainly because a gang in Patna had been successfully prosecuted in the previous year.

CHAPTER IX.

The Land and the People.

General description.

The map of Bihar and Orissa reproduced at the end of this book would appear to indicate that the province is reasonably compact in shape, and well suited for administration as a single unit. This is not the place for a discussion as to whether a more suitable division could be devised, but it is possible to give a brief outline of the main features which really divide the province into distinct parts.

In the first place, communications are backward, and though there has been a remarkable development in local traffic in recent years on account of the coming of the motor-bus, which is now found penetrating in the dry months into the most out-of-the-way places, on tracks which are hardly recognizable as roads, yet the main lines of communication still run across the province rather than along it. The whole of North Bihar is cut off by the Ganges from the rest of the province. Though Muzaffarpur, the headquarters of the Tirhut Division, is distant only 40 miles from Patna, the journey by rail and steamer takes more than four hours from station to station. If a car is taken across the river and the rest of the journey performed by road, the time taken is no less. In North Bihar itself, Purnea and part of Bhagalpur are practically cut off from the rest by the Kosi, a river which has changed its course by dozens of miles and altered the whole face of the country in its wanderings, and which is nowhere bridged, except by the railway near its junction with the Ganges. The other crossings of the Ganges cause, if anything, more delay than that between Muzaffarpur and Patna.

South of the Ganges, the map would suggest that a man could travel from Patna to Ranchi, the summer capital, by rail without going outside the province, but no one would dream of doing it, owing to the number of changes involved. From Patna or Ranchi to Cuttack he would have no choice; he must go outside the province. The railway lines radiate from Calcutta, and the quickest though not the shortest way is through Calcutta. Sambalpur and Cuttack, though both in Orissa, are also not connected by rail, except by a round-about journey through Kharagpur.

Communications by road have substantially improved in recent years, but the Ganges and, in the lower parts of their course, the great rivers of Orissa are not likely to be bridged for road traffic in this generation. Apart from these obstacles, it is possible to

reach every district headquarters from Patna by motor car, in the cold weather. In many cases the journey would be circuitous, and in some cases mildly adventurous.

But it is not only difficulties of communication which divide the province. There are physical, racial and linguistic differences as well. The three coastal districts of Orissa are deltaic, and the population of Orissa consists of Oriyas and aboriginals. The Oriyas have a language and a script of their own, and the claims of all the Oriya tracts in Bihar and Orissa and the neighbouring provinces, to be amalgamated under one separate administration, have long been pressed. The claim was sympathetically regarded by the Simon Commission, and is, at the time of writing, being considered by a specially appointed committee, who have not only to consider the financial and other aspects of the matter, but also to decide exactly what the Oriya tracts comprise.

The British parts of Orissa in this province are separated from one another by a block of Feudatory States under their own Chiefs, with a Political Agent stationed at Sambalpur. Orissa is mainly agricultural; there are small areas of forests in the coastal districts, huge areas in the Feudatory States, and some valuable reserves in Sambalpur.

The Chota Nagpur division covers the central part of the province and is in the main a plateau of about one thousand to two thousand feet above the sea level, inhabited chiefly by aboriginals. There are some valuable reserves of forsets, though over large portions of the area the forests have been so denuded as to cause great anxiety, on account of the disappearance of the timber supply and the increased liability of the rivers to flood. The valleys are fertile, but wherever the forests have disappeared the uplands are dry and inclined to be barren. Chota Nagpur contains valuable coal and iron deposits, the working of which has given rise to two important industrial areas, in the Dhanbad subdivision and in Singhbhum.

Bihar proper includes the Gangetic plain, and except in places along its northern and southern edge, it contains no forest at all. There are no minerals save along the southern edge, and for practical purposes the whole of Bihar may be said to be entirely agricultural. The population is mainly Aryan.

Census.

Here it may be well to digress for a moment to give a brief account of the population as it existed at the time of the census which was held in February, 1931. The total population of the province, including

the Feudatory States, was then found to consist of 42,329,583 persons, of which 37,677,576 were in British India. The population had increased by over eleven per cent since the census of 1921, the total increase being well over four million persons.

In the British districts there were thirty-one million Hindus, and four and a quarter million Muslims. The number of Christians had increased from 257,000 to 342,000, and the number of persons professing tribal religions had increased by 167,000, to 2,049,000. On the other hand, the number of persons professing tribal religions in the Feudatory States fell from 457,000 to 360,000, presumably because some of those who were formerly classed as belonging to tribal religions were on this occasion classed as Hindus.

The most densely populated districts are in north and west Bihar. Patna, Saran, Darbhanga and Muzaffarpur all have nearly nine hundred persons, or more, to the square mile. Unfortunately there is one respect in which there has been a deterioration since 1921, and that is in the matter of infant marriages, a practice which is more prevalent in this province than in the rest of India. In 1921, out of every thousand girls below the age of five in this province, eighteen were married, but in 1931 the corresponding figure had risen to fifty. It is suggested that the reason for this increase is because there was a rush of infant marriages, just before the Sarda Act made the practice illegal.

The civil disobedience movement was in full swing during the preliminary stages of the census operations and also at the time of the final enumeration, but though there was some talk about boycotting the census, there were few instances of actual obstruction. The movement increased the difficulty of obtaining volunteers to do the work of enumerators and supervisors, and yet these thankless tasks were almost entirely performed by non-official and unpaid agencies.

Even racial and physical differences do not make up the whole distinction between the different parts of the province. The land-revenue and tenancy laws are matters which intimately concern the vast majority of the population, and there are fundamental differences in the land revenue system in force in different parts of the province. For in the greater part, though not all, of Bihar and Chota Nagpur the land revenue is permanently settled, and in the greater part, though not all, of Orissa it is temporarily settled.

Land revenue.

In estates affected by the permanent settlement of 1793 the revenue was fixed for ever at the revenue which was then payable, and which had been regularly assessed. In some of the other estates, the revenue was permanently fixed simply at the amount of the annual tribute which the chieftain or proprietor had previously been paying to the Mahratta government. By permanent settlement these estates get the full benefit of any increase in value arising from the natural development of the country, without any extra payment to the State at all. But the permanent settlement, though made in the hope that landlords would thereby be encouraged to develop their estates to the ultimate benefit of the population as a whole, did nothing to regulate the relations between the landlords and the tenantry. Tenancy laws had, therefore, to be passed, which apply to all classes of estates, including those in which the revenue is temporarily settled, and those in which the Government itself is the landlord. But conditions, customs and forms of tenure vary so much in different parts, that one tenancy law cannot cover the whole; and there are five separate laws in force in different parts of the province.

The permanently-settled estates cover just four-fifths of the province, and in 1930-31 the revenue due from them was nearly Rs. 107 lakhs. In Bihar, the permanently-settled revenue works out at a rate of about Rs. 250 per square mile. In Orissa, it is Rs. 50 to the square mile, but in Chota Nagpur, where the permanently-settled estates cover 24,000 square miles, the revenue is only Rs. 7 to the square mile. The revenue from the temporarily-settled and Government estates amounted to Rs. 56 lakhs, which is at the rate of about Rs. 316 to the square mile. These figures indicate the loss of revenue resulting from the permanent settlement, especially when it is remembered that the permanently-settled estates of Bihar include the most closely cultivated parts of the province, where the rents are higher than elsewhere; and that the development of Chota Nagpur too has progressed a long way in the last hundred years.

The fall in prices made it difficult to pay rents, and the result was that the collection of land revenue was not so good as in the previous year, only 94.52 of the total being collected. The bulk of the outstanding amount was naturally in the Government estates, where any default in the payment of the rent constitutes *ipso facto* a default in the revenue. The sale-law for arrears of revenue was as usual administered with leniency, and out of 9,109 defaults there were only 261 actual sales. The number of cases of sale for arrears

of rent in Government estates rose from 45 to 212, and special instructions were issued to use lenience in this time of difficulty. There was no very marked increase in the number of certificates filed for the recovery of rent under the Public Demands Recovery Act. It is noticeable that on account of the depression, the amounts realized by the sales fell from eighteen times the revenue of the estates sold to just over eight times the revenue. Payment of revenue by cheque is gradually becoming more common, and Rs. 8,31,000 were paid in this way.

In the wards and encumbered estates, the management of which on behalf of the proprietors is in the hands of the Board of Revenue, the collections of rent also suffered from the general depression. Five estates were released, but six others were brought under management, in two of which the debts amounted to Rs. 24½ lakhs. Including this sum, the total indebtedness of the 68 estates was Rs. 43,61,000. The Bettiah estate in particular devoted money to agricultural improvements, and to schools, dispensaries and charities.

On the whole, rents in this province are not high. The district with the highest cash rents is Patna, where the average rate of rent paid for agricultural land by raiyats with a right of occupancy is about Rs. 7-8-0 per acre. The only other districts where the average is over Rs. 4 are Gaya, Saran and Shahabad. In Palamau, the rents amount to nearly Rs. 7 per acre if they are considered to be assessed on the rice land alone; but actually the total amount of upland is nearly five times as much as the total of rice land, and a raiyat's rent covers both classes, the upland being regarded as complementary to the rice land. In Hazaribagh, the rents work out at only three rupees an acre even if the rice lands alone be taken into consideration, and in Ranchi and Manbhum, they are considerably less than this. In Orissa, the rents in Balasore and Puri average about Rs. 2-4-0 per acre, and in Cuttack about Rs. 3-4-0.

Nearly 180,000 acres of raiyati land were privately sold in 1930, the average price being Rs. 122 per acre for whole holdings, and Rs. 244 per acre for part holdings. The price of land was hardly affected in 1930 by the fall in the price of rice; but in the first quarter of 1931, the fall in value began to be apparent. The average sale price fell to about two-thirds of what it had been in the first quarter of 1930, and the number of sales decreased in about the same proportion. Nevertheless, the value of land was still much higher than it was before the war.

Grants amounting to Rs. 1,41,000 were given for expenditure on improvements in Government estates, including sanitary improvements and agricultural experiments. There were no destructive floods, and the crops were on the whole good; but it was unfortunate that, when prices fell, the opportunities for employment in mines and factories also declined. The number of labourers recruited from this province for the tea gardens fell from 35,000 to 33,000. Loans amounting to Rs. 1,43,706 were granted under the Agriculturists and Land Improvement Loans Acts, against Rs. 2,53,270 in the previous year.

In some districts, there were signs of antagonism between landlords and tenants. In parts of North Bihar there was a distinct loosening of the ties between the two classes, and in the Patna Division the number of suits for the recovery of rents payable in kind continued to increase. There is no doubt that illegal exactions are still frequently made, and though there was a fall in the number of cases in which landlords were prosecuted for failure to grant proper rent receipts, it is still a common practice not to grant them when the rent is payable in kind. It is usually, though not always, in the estates where affairs are left in the hands of a low paid staff without adequate supervision that oppression is most rife. The no-rent agitation made little progress in this province.

Commutation of rent.

In certain parts of the province, particularly in the Patna and Bhagalpur divisions, many of the rents are still payable in produce instead of in cash, but the raiyats have the legal right to apply to the Courts for commutation of the rents into cash. The sudden fall in prices was naturally particularly hard on those raiyats whose rents have in recent years been commuted into cash when prices were high, and it was rather remarkable that in spite of the fall in prices there were still many fresh applications for commutation. For the Courts have to take into consideration not only the prices prevailing at the moment of commutation, but the average prices of the last ten years, and therefore if prices remain low, raiyats who get commutation now might find it difficult to pay their rents in future years. Steps were, therefore, taken by the Government to discourage applications, until such time as it can be seen whether prices are likely to rise or remain at their present level.

Survey and Settlement.

The most important factor in the proper regulation of the rights of landlords and tenants according to law consists of the record-of-rights. The

record consists of a map on the scale of 16 inches to the mile, in which each field is numbered, and a record showing the name of the tenant, the fields he holds, the name of the landlord, the rent, and other details. The word " Settlement " is really a misnomer in permanently-settled estates, for in them the operations are undertaken solely wtih the object of making the record, and familiarizing the people with their legal rights in the land. In temporarily-settled estates the second object is the readjustment or " settlement " of the land revenue, on the basis of the new assets of each estate. In the former, the cost is borne partly or wholly by the landlords and tenants. In the latter, the cost is recouped in time by the increase in the revenue.

The record-of-rights has now been made in the whole province, and some districts have been done twice. The magnitude of this task, spread over 40 years, is indicated by the fact that the maps cover about 170,000 sheets, and contain well over eighty million plots, each plot being separately recorded. The mere existence of the record has an educative value, for it is noticeable that in areas where the record is revised, the parties are more alive to the necessity of getting their rights correctly recorded, than they are in a new settlement. Unfortunately in some districts the records are over thirty years old, and it is high time that they were revised, but the Council has on occasion shewn reluctance to vote the money.

The revision operations were nearing completion in Orissa. The ultimate cost for the temporarily-settled estates there will probably be about Rs. 46 lakhs, and the increase in revenue between seven and eight lakhs. Revision operations were also in progress in Ranchi and the Santal Parganas, and the operations in the Kosi Diara in Purnea and Bhagalpur were concluded. Altogether 2,400 square miles were surveyed, and the records of nearly 3,000 square miles were attested. The rents payable are regulated by the tenancy laws, and the rents of 133,000 tenants were settled during the year. All areas are shewn in acres and decimals of acres, but the people in some parts still continue to think in their local measures, which vary from village to village.

Cadastral surveys are now done in Bengal by using aerial photography as a basis, a method which is there found expeditious and economical. A small area near Ranchi was therefore photographed by the Air Survey Company during the year, in order that an experiment might be made in the following cold weather to test the suitability of the method for the purposes of a revision survey and settlement in this province.

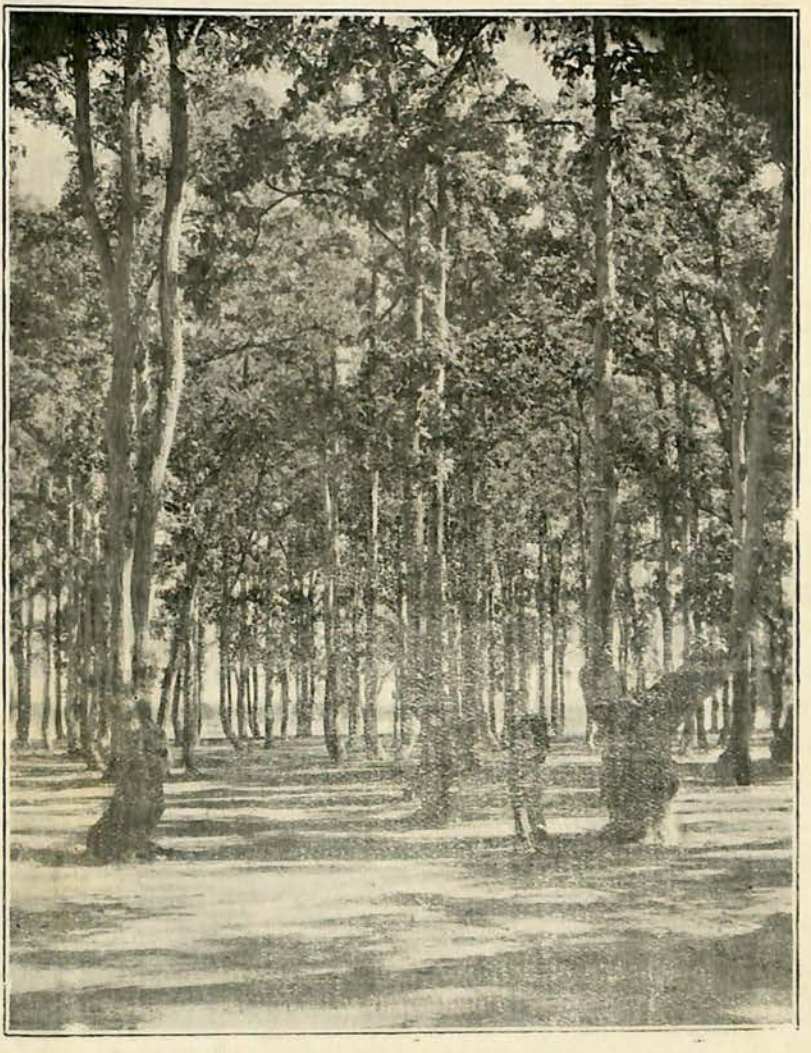
Forests.

An important matter dealt with in the Chota Nagpur Settlement is the preservation of forests. It has been observed above that the denudation of forests in private estates has been a cause of anxiety for years past. The photographs reproduced opposite pages 84 and 86 are typical of scenes in the Ranchi district, and illustrate the way in which regeneration is prevented by the grazing of cattle, and how the soil is washed away as forests disappear.

The landlords and tenants have a customary and hereditary right in the forests, and the forests have been rapidly disappearing on account of wasteful cutting, and on account of the race between all parties to get what they can. In the settlement, steps have been taken to encourage landlords to apply to have their forests reserved under the Forest Act, or where that is not practicable, to get them to agree to divide the forests in the village into a landlords' reserve and a tenants' reserve. There are signs of an awakening appreciation of the necessity for doing something, and about 30 square miles of forest were reserved in this way, out of the area of 1,300 square miles attested during the year. In these places grazing and cutting will be stopped for fifteen years, after which they will remain as fuel and timber reserves, and not opened to cultivation. Thus something is being done, but the denudation in the private estates has already proceeded far.

The Forest Department of the Government is in charge of the reserved forests of the State, covering eighteen hundred square miles, and also of the greater part (1,230 square miles) of the State forests protected under the Forest Act. Another 680 square miles of State protected forests, which are meant mainly for the supply of the requirements of the people of the locality, are under the control of the civil authorities. There are also reserved and protected forests in private estates, some of which are managed by the Department, and some by the estates concerned, the most important reserves of this class being in the Ramgarh Wards Estate in Hazaribagh and the Bettiah Wards Estate in Champaran.

During the year, there was a tremendous fall in the prices of forest produce as of all other commodities, and the department worked at a loss of about seventy-three thousand rupees. It would not be fair, however, to attempt to compute the value of the forest department in cash alone. It has the important duty of preserving and developing the forests for future generations, and this has an important bearing upon the climatic and other conditions, and the



Sal forest open to grazing, resulting in absence of regeneration.

liability of the country to flood. Moreover, in stating that the loss in the year was Rs. 73,000, no credit has been given for the fact that some of the forests have to be managed subject to certain recognized free rights of the local people to forest produce, and it is estimated that the value of this amounted to Rs. 2,45,000 in the year in question. The timber contractors were also hard hit, and did not pay up their bills; the amount outstanding at the end of the year on this account amounted to two lakhs, practically all of which is considered good. These considerations show that the Forest Department, besides performing the essential functions of preserving and developing the forests for the future, is a profitable department to the State.

At the same time, it is true that the post-war boom caused an over-expansion in the department. Shortly after the war, methods of forest management which had been tried and found successful in the United Provinces were introduced in this province on the advice of the Dehra Dun authorities, but the result in the damper type of mixed sal forests has been most disappointing. It has, therefore, been necessary to revert to the old method of selection fellings, and in some places where the sal has entirely failed the areas are being clear-felled and planted with teak, which has been found to do extraordinarily well both in Angul and Puri. The necessity for reducing staff and expenditure to something more nearly approaching the pre-war scale was recognized by the Conservator of Forests, even before the financial crisis, and steps were taken which resulted in substantial retrenchment.

Some of the protected forests are not demarcated. It is difficult in such places to ensure proper control, or to prevent any accrual of fresh rights. The only hope of saving such forests lies in a proper demarcation, and the drawing up of a simple working plan, a process which has now been carried out in half the area of protected forests. The raiyats of course do not appreciate the necessity of restrictions, and are haunted by the fear that the intention is to deprive them of their existing rights, instead of merely to preserve these rights for their descendants. The hope lies in the general spread of education and development of public opinion. Happily there are signs of a very tardy but growing desire to preserve what is left, at any rate in Chota Nagpur, where a forest association has been formed. Several landowners have applied for reservation of blocks of private forest; the proposals were being examined during the year, and the work of the department in private forests has materially increased.

The question of the amount of damage done to forests by fires has in recent years been a matter of controversy. It is now recognized that the total exclusion of fires over a period of years materially alters for the worse the type of vegetation in certain classes of forests, and the occasional advent of fires is not now looked upon with such feelings of horror as it was in the past. The department is therefore trying to reduce the expenditure on fire protection by abandoning some of the fire lines, reducing the number of fire patrols, and concentrating on valuable areas containing masses of young crops. There were 107 out-breaks of fire, affecting about a hundred square miles of forest.

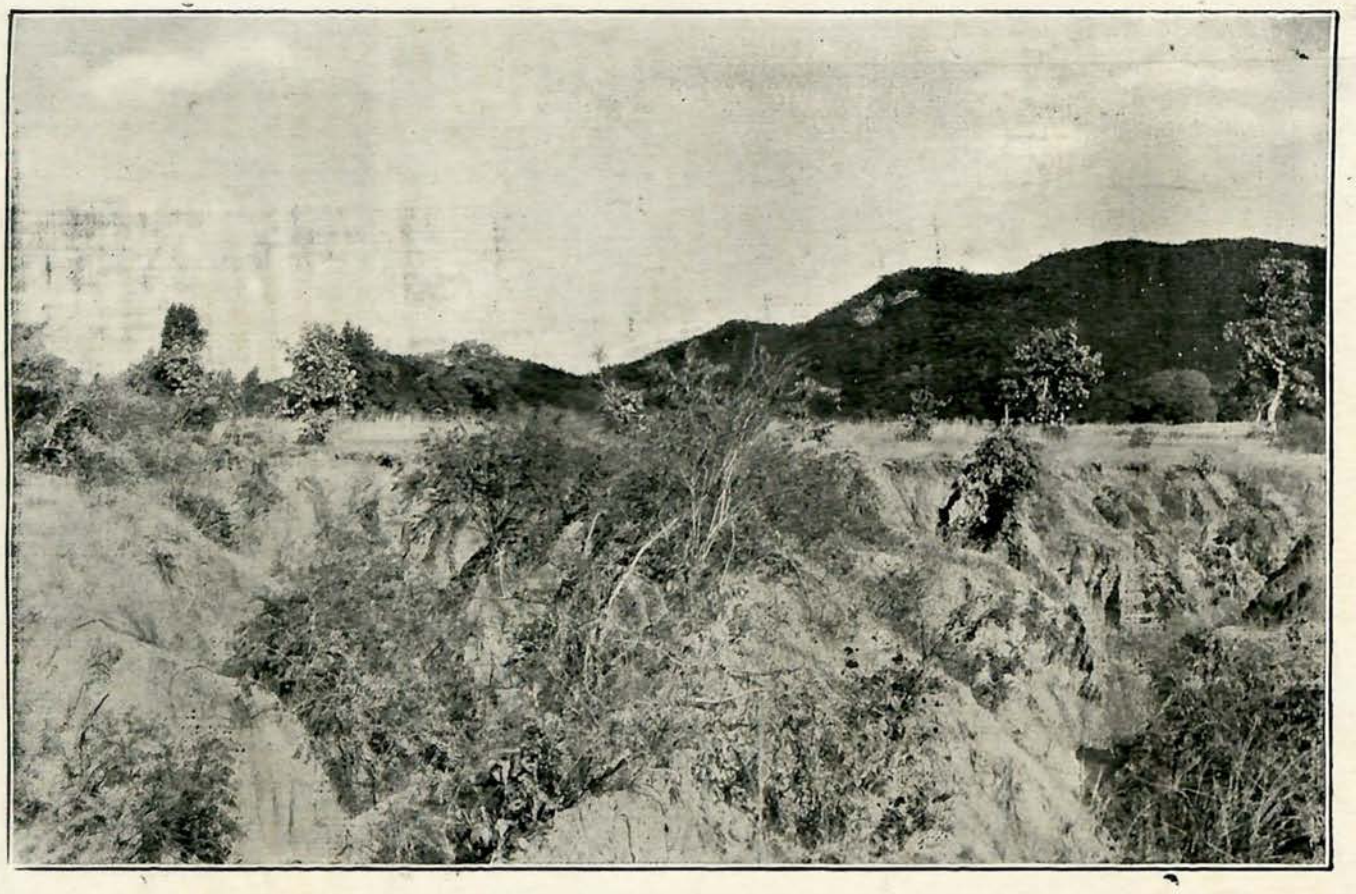
Two-thirds of the reserved forest were open to grazing of all animals except browsers (sheep and goats). The rest of the reserves were entirely closed to grazing, while in half of the protected forests grazing was allowed for all animals throughout the year. The most destructive animal is the goat, which eats all the young shoots. In many European countries the grazing of goats in State forests is absolutely prohibited. In some of the protected forests therefore, though *bona fide* cultivators are allowed to graze a limited number of goats free of charge, a relatively high fee is charged for each goat in excess of the prescribed number.

After timber, sleepers and fuel, the most important revenue-producing item of forest produce is bamboos, the revenue from which increased during the year. The right of extraction of bamboos in a large area in Angul was leased in 1927 to a firm for paper making, and it is expected that the number extracted will increase year by year. The Department's direct interest in lac is now confined to five farms, mainly for the demonstration of the results of research at the Namkum Institute.

Certain forest divisions, particularly in Singhbhum, Angul and Puri, are notoriously unhealthy, but on the whole the health of the staff during the year was fair. One hundred and sixteen persons were killed in the forests by wild animals, excluding snakes. Forty-seven tigers, twenty-four panthers and seventeen bears were killed, besides other wild animals.

Irrigation.

Bihar and Orissa has an average rainfall of 50 or 60 inches a year, and there is, therefore, not the same scope for large canal systems as there is in the drier provinces to the north-west. There are, however, important canal systems in South Bihar (the Son canals), North Bihar (Tribeni and Dhaka canals), and Orissa. The total area



Ravine formation, Ranchi district, resulting from destruction of forests.

irrigated in 1930-31 was 890,000 acres. The total receipts from navigation and irrigation were Rs. 38,75,000, and the expenditure excluding interest charges, was Rs. 22,35,000.

Nearly two-thirds of the area irrigated was under the Son canals, and rather less than a quarter of the total was under the Orissa canals, where a marked decrease occurred in the area under irrigation. After investigation it was decided that the rates in Orissa for winter crops were too high, in view of the fall in prices, and they were reduced in the following year. The Orissa canals earned rather more than their working expenses, but not enough to cover the interest charges. The Tribeni canal irrigates about one-tenth of the total area, and was worked at a loss during the year, through heavy expenditure on silt clearance. Land in the irrigated areas is valuable and generally fetches two or three times the price of land outside the reach of canal water.

Several schemes for local drainage or irrigation were worked out, notably one for the Hardia *Chaur* in Saran, but times are bad for the actual initiation of any such schemes. The Minor Irrigation Works Act has not been found easy to apply in practice, and a proposal to revise it was under consideration; but there are difficulties in the way, and no decision was come to during the year. A project for making a cut from the Sar lake in Puri to the sea, costing two lakhs, was sanctioned, and the work was begun. Orissa is liable to frequent floods, but there were no bad floods in 1930.

The receipts from navigation tolls on the canals decreased slightly to Rs. 1,34,000, and the tonnage fell from nearly 400,000 tons to 373,000. Nevertheless the Orissa and Son canals, which are the only ones used for navigation, form an important means of local communication, especially in Orissa where roads are cut across by the unbridged and unbridgeable rivers. Motor boats run daily from Cuttack to Kendrapara, and provide perhaps the easiest means of communication between these two places. Goods are also transported by water to and from Chandbali, whence small sea-going steamers run to Calcutta and occasionally to other places.

Communications.

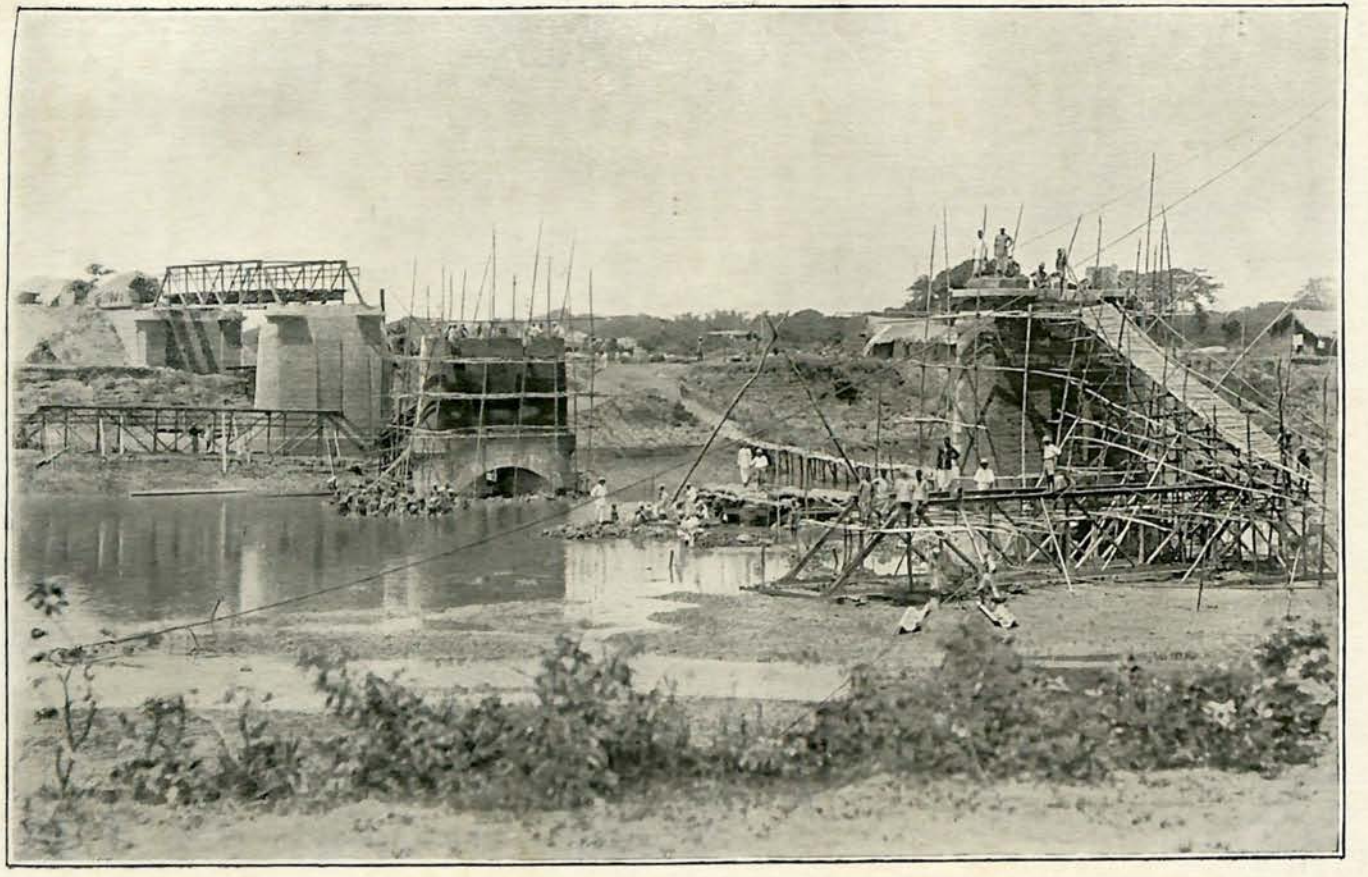
The prosperity of the province naturally is intimately bound up with the problem of good communications. It has already been observed that the main lines of railway run across rather than along the province, and the same is true of the steamer lines along the Ganges. The

total mileage of railways in the province increased during the year by 35 miles of broad gauge line and 40 miles of metre gauge. There were then 3,548 miles in all, of which 2,046 were broad gauge. The railway in North Bihar is on the metre gauge, and there are some lines of narrow gauge, which are run partly in connection with the district boards.

The roads maintained by the Public Works Department of the Government increased by ten miles during the year to 1,654 miles, of which 1,424 were surfaced. The total length of roads maintained by local authorities amounted to 28,076 miles, of which 2,636 were surfaced. The total number of miles therefore comes to just over one mile to every three square miles of country An important event was the receipt from the Government of India of Rs. 2,90,000 as the share of the local Government in the proceeds of the additional duty imposed on petrol for the development of roads. With this money steps were promptly taken to open a trunk road, to connect Patna with the Grand Trunk Road near Burhi in Hazaribagh. This road should be completed within two years, and will make the most direct link between Ranchi and Patna, and shorten the distance from Patna to the industrial area around Kodarma and Dhanbad. The expense of bridging the Son river to carry the Grand Trunk Road would be prohibitive, and therefore a proposal was made by the Provincial Road Board to the Government of India that a road from Patna to Sasaram via Arrah should be developed. The Son is already bridged between Patna and Arrah, and thus the proposed road, in conjunction with the road under construction from Patna to Burhi, would provide the means for motorists to come from Calcutta to Burhi, thence to Patna and thence to rejoin the Grand Trunk Road at Sasaram, and so to get through to the North-West.

Another important trunk road which is being developed is that from Ranchi to Sambalpur, which will lead on to Raipur in the Central Provinces. The bridging and metalling of some sections of this road were completed during the year. The important bridge over the Burabulong near Balasore has given a lot of trouble in building, but was opened in 1931.

In recent years there has been a remarkable increase in the number of motor cars. In 1927 the total number of cars registered was 5,461 and in 1930 it was 8,905. The number of motor buses plying for hire decreased during the year from 1,317 to 937, but even so it was much higher than that in 1927, when the



Burabalong Bridge.

number was 627. The new Act for the taxation of motor vehicles should provide the means for substantial improvements in the roads maintained by local bodies.

.. For a few years some individuals and companies made handsome profits out of the running of motor vehicles for hire, and motor buses. (The former are commonly known as taxis, but they are not actually provided with meters.) Cut-throat competition resulted in the reduction of fares to a minimum, and in some cases there were almost fights to obtain passengers. Though vehicles have to be annually examined and passed by an expert before they are licensed for public hire, this does not ensure that they will be properly lubricated and the mechanism properly looked after. The necessity for these items was not always fully realized by the owners, and insufficient provision was made for depreciation. Many owners and companies therefore soon found themselves in difficulties, especially when the slump came. Experience was dearly bought, but there can of course be no doubt that there will be an enormous expansion in motor traffic during the next few years. The villager is acquiring the habit of going about by public motor vehicles, some of which are organized in long through services.

A fact which is significant of the changing conditions of transport in the country is the slump in the value of elephants, which is so marked that elephant-catching operations in the forests of Angul have become unprofitable, and the Government kheddah department has been closed down. Difficulty was experienced in selling the elephants belonging to that department, and they eventually had to be sent, in 1931, all the way to Sonepur and sold at not many more hundreds of rupees than they would at one time have fetched thousands. Money is no doubt scarce, but the slump is also due to the fact that, except in certain places where elephants are almost indispensable, for example in forests and water-logged areas, wealthy persons now tend more and more to go in for the more modern means of transport afforded by the motor-car.

Bicycles are now cheaper than they have ever been, and though there are no statistics of the number sold or in existence in the province, it is safe to say that they are rapidly becoming more widely used. The improvement of communications and the growth of the habit of getting about are bound gradually to alter the outlook of the villager and to raise his standard of living. How much remains to be done to make transport easy between one part of

the province and another, is perhaps indicated by the diagram opposite page 92, which shows that the price of rice in the dearest districts is still double the price in the cheapest districts.

The opening up of the country by improved communications, and the increase of opportunities for employment in mines and factories, afford the surest means of breaking down the objectionable *kamia* system, which is found in many districts, and which became notorious at the time of the survey and settlement of the Palamau district. A *kamia* is a labourer who, in return for a small advance of money from a landlord, incurred perhaps to defray the expenses of some family event, binds himself to work for his creditor until the debt is paid off. As he earns only a mere pittance, it becomes impossible in practice for him to release himself from the obligation, and the obligation was often considered to be equally binding on his children, and thus degenerated almost into a form of slavery. The Kamiauti Agreements Act of 1920 laid down that such bonds could not be binding for more than a year. Although it was widely published, the force of custom is strong, and opinions differ as to whether the *kamias* have fully realized the effect of the Act, and do not consider themselves as much bound as they ever were. More opportunities are however occurring for employment in mines and other industries and it does not seem necessary or advisable to make the taking of such agreements a criminal offence; for the problem is really an economic one and the custom cannot survive as *kamias* find themselves free to take more profitable opportunities for earning money.

Expenditure on public buildings had to be curtailed in 1930, but some important buildings were under construction or completed, including a record room at Darbhanga, a new Civil Court at Purnea and at Motihari, the camp jail at Patna, some important buildings in the colleges at Patna, and a new block for the Orissa Medical School at Cuttack.

Postal communications.

In a year of economic depression there was naturally a fall in postal traffic and correspondence. The number of postal articles dealt with fell from 82 million in 1929-30 to 75 million in 1930-31. But in spite of this fall, the number was still five millions more than the number dealt with only five years ago. The province ranks behind Bengal, Bombay, Madras and the Central and United provinces in the number of post offices which it possesses in proportion to area. There is one post office to 65 square miles, which is, however, a considerable improvement on 1925, when the proportion

was one to 82 square miles. It may be interesting to compare the volume of postal traffic with that in Great Britain, where the number of postal articles dealt with annually is over 6,000 million.

The economic depression also affected the post office savings bank deposits, the withdrawals being more than the deposits. Compared with five years ago, the number of depositors (158,943) has slightly decreased, but the total deposits have increased from Rs. 186 lakhs to Rs. 255 lakhs. Investments from the province in 5-year cash certificates increased during the year by a net sum of six lakhs.

CHAPTER X.

Agriculture and Co-operation.

Weather and crops.

The showers which fell before the monsoon were on the whole below the normal. The monsoon commenced in June, but the rainfall was defective everywhere. In July the rainfall was made up in most districts, but in August it was again insufficient and this hampered transplanting. In September it was again above the normal and in October below the normal. In November and December it was again generally good, and on the whole it may be said that the season was normal. From an agricultural point of view the weather conditions were fair to good for the province as a whole and the main crops were fairly satisfactory. Stocks of food-grains were generally sufficient, and the agriculturists on the whole would have been well off had it not been for the sharp fall in prices which occurred towards the end of 1930, which made it difficult to pay the rents and to buy other necessities.

The suddenness of the fall is well illustrated by the diagram on the opposite page. The fall took place before the winter harvest, and the result was that the harvest price of winter rice was only 68 per cent of the average harvest price in 1922 to 1927, and these low prices prevailed until the end of the year. The fall in the prices of other commodities was not so marked. For instance the cost of clothing in Patna at the end of the year was still about 80 per cent of the average cost in 1929-30. The fall in prices was reflected also in the price of land, which fell in a marked degree.

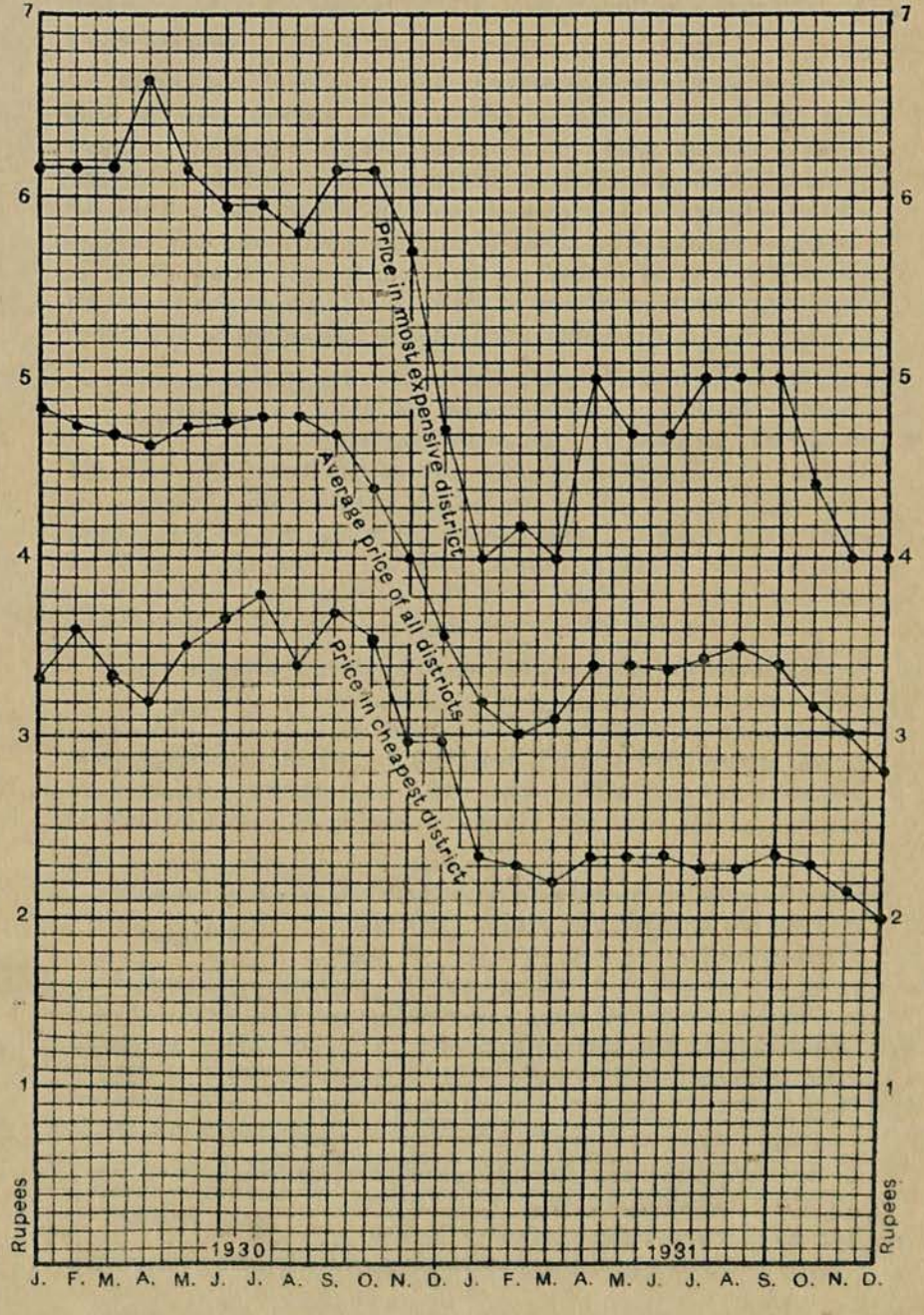
Autumn crops.

The weather conditions on the whole were satisfactory and the autumn crops turned out to be fair or good. The outturn was estimated to be 94 per cent of the past 10 years' average; the total yield of maize was estimated at 521,000 tons, and of autumn rice at 1,162,000 tons. In certain parts the crops were to some extent damaged by excessive rain and in certain districts by cessation of rain.

Winter rice.

Winter rice is far the most important single crop in the province, and also in each separate district in the province. The crop was generally good and the harvesting operations went on smoothly. The final

Diagram showing the price in rupees, of one standard maund of common rice, month by month in 1930 & 1931



estimate of the crop was that it was a normal crop on an area slightly less than normal, and the total yield was estimated at 4,438,000 tons.

In the last three years some interesting experiments have been done in every district, on a method of sampling by cutting and weighing the crop of a small portion from a large number of fields selected at random, a method which was devised by Mr. Hubback. Several thousand experiments have been carried out, and the results indicate that the average outturn of paddy in the fields harvested in those years was about nineteen maunds per acre. For the purpose of calculating the value of the rice crops, three maunds of paddy may be assumed to produce two maunds of rice.

Rabi crops.

The spring crops are of the greatest importance in Bihar, though they are also important in Cuttack, Hazaribagh and Palamau. Hail-storms and rain in February and March caused some damage to the crops in parts of the province. Nevertheless the outturn of the wheat crop was estimated at 86 per cent of the average, and of the other *rabi* crops at 87 to 97 per cent. The total outturn of wheat was estimated to be 454,000 tons, and the outturn of other *rabi* crops excluding oilseeds and castor was estimated to be 3,640,000 tons.

Jute.

Jute is grown in parts of North Bihar and in Bhagalpur, Santal Parganas, Cuttack and Balasore. The weather conditions were not favourable in the most important jute district of Purnea, but the weather was fair in the remaining jute districts. The total yield of jute was estimated at 620,000 bales, which was somewhat less than in the previous year.

Sugarcane.

Sugarcane is a crop of increasing importance, on account of the sugar duty, which has kept up the price of sugar while that of other agricultural products has fallen. The mills in Bihar were supposed to be capable of dealing with the produce of about 70,000 acres, but the number of mills is increasing. The area under cane is increasing not only in Bihar, but also in Orissa and Chota Nagpur. The weather conditions were favourable and the crop was on the whole good. The total yield of *gur* was estimated at over 307,000 tons.

Cropped area.

The total area cropped during the year was nearly 24½ million acres, of which 5,308,200 were cropped more than once, so that the gross area of crops was 29,780,000 acres. The area of winter rice fell by two per cent, and

that under indigo fell by about 19 per cent. The area under jute remained practically the same as in the previous year while those under wheat, barley and gram showed an increase of one per cent each.

Some interesting estimates were made in the report of the Provincial Banking Enquiry Committee, of the total value of the crops produced in the province, including bye-products such as straw. The value must naturally fluctuate greatly from year to year, but it was estimated that the annual money value would be about 120 crores of rupees. The cost of cultivation is perhaps even more difficult to estimate, but (excluding the rent) is put at something like 45 crores. The gross value of the crop on one acre of land (including both harvests when two crops are grown) may roughly be put at about Rs. 50, and the net value at about Rs. 30.

The Department of Agriculture.

Like all other departments, the Department of Agriculture is hampered by lack of funds. But its outlook has been materially altered by the assistance given by the Imperial Council of Agricultural Research, which has sanctioned grants totalling Rs. 3¾ lakhs, to be spread over five years, for rice and sugarcane research. The rice research station will be at Sabour, with five sub-stations, and the sugarcane station will be near Muzaffarpur. Smaller grants were also made or sanctioned for other purposes, notably for investigation of designs for a small power cane-crushing mill, for collection of data of manurial experiments, and for research on the water hyacinth pest. The area under sugarcane is increasing, and a small power mill is required to replace the mills worked by bullocks, which are unsuitable.

More farms are required for demonstration and research purposes, but there is not enough money to provide them. Meanwhile much useful work is being done on the existing farms, including that at Byreah in the Bettiah Wards Estate. This farm is of value not only in improving the agricultural conditions of the estate, but also in encouraging other estates to follow the same example. Considerable progress has been made in the farm at Bankipur, where a 12-inch tube-well has proved most successful. New buildings, manure pits, and drainage work are required at Kanke. In Orissa there is a very cheaply-run farm in the flooded area of the Aul ring embankment, to show what spring crops can be grown on flooded land.

For most tracts the department is now able to recommend strains of rice, wheat, barley, gram, linseed, cane and other crops.

Dahia Paddy in Gaya Farm—37 mds. per acre.

Improved seed is distributed directly by the department, and indirectly by one cultivator to another. The increase in the area under improved varieties of sugarcane was remarkable, and *dahia* paddy, which is a medium-season paddy of fairly good quality, is spreading all over the province. The cultivation of tobacco is increasing in Chota Nagpur, and in North Bihar the department is aiming at the substitution of bullock-power cultivation for manual labour in the production of this crop.

There does not seem to be much sign of an increase in the practice of silage-making among the cultivators, but propaganda is continued on most of the range farms. The provision of fodder crops is of great importance, not only for the maintenance of soil fertility, but also in view of the great need for fodder for the mass of live-stock in the province. These crops, therefore, receive special attention at the farms. Experimental work on the improvement of implements was done in all ranges, and this side of the work was well developed in North Bihar, where 541 improved implements were sold, and the demand is steadily increasing.

All the farms conduct field experiments on artificial and natural manures, and the department is now in a position to give accurate advice on manurial treatment for most crops. The province is well in the van in regard to the use of artificial manures; large importing firms have established very complete agencies for distribution, and some of the co-operative banks are helping the movement considerably. Investigations as to the use of fish manure in Orissa indicate that there is very little waste available, from which the manure could be made. A supervisor with engineering training was appointed, to give advice when required on small embankment projects in the hilly area of Chota Nagpur. Landowners may be saved a great deal of expenditure by the proper siting of embankments, a matter of considerable importance in Chota Nagpur, where soil erosion is proceeding very fast.

The Agricultural Engineering Section was badly hit by the drop in prices, but there has nevertheless been a decided demand for large tube-wells, and there were many enquiries about minor irrigation projects. Some portable power pumping sets, which can be run by a cooly with little experience, were installed where conditions were suitable. The *rahat* water lift continues to be in demand, and is now made by local workmen in some of the bazars.

Propaganda.

The co-operative banks form a useful medium for propaganda work, and closer touch was maintained with the co-operative department during the year.

The societies are being encouraged to employ trained demonstrators, and when financial conditions improve there will be a large increase in the demand for these. In Orissa generally there is very close touch between the agricultural and co-operative departments.

Village demonstrations are carried out to an increasing extent, and these are important as cultivators cannot be expected to go to the experimental stations in large numbers. Altogether over 8,000 demonstrations were made during the year, concerning improved methods of cultivation, implements, seeds and manures. Prizes were distributed by the department at many of the exhibitions and cattle-shows in the province, as well as at the Sonepur fair. Demonstrations and exhibits were also arranged at some of the shows.

Agricultural education.

There is no agricultural college in this province, but the lines on which such a college may be started when funds permit have been approved by the Government. In the meantime, there are stipendiaries or State-scholars from this province at the Nagpur and Cawnpore colleges. Farm staff and *Kamdars* for the co-operative department are trained on the district farms, and there were co-operative training classes at Cuttack and Sabour. One private student was given instruction in the Patna farm.

Live-stock.

The main work of the Agricultural Department in cattle-breeding is carried on at Kanke, and at Sepaya in Saran. The Monghyr cattle farm had to be closed, partly on account of the want of a good water-supply and partly for financial reasons. Except at Kanke and Sepaya, it is proposed to concentrate on a *Hansi-Hissar* type of animal, which will be kept on all farms where fodder is available. It is hoped to interest large land-owners and others in the programme, and thus to tackle the problem of the improvement of live-stock on a wider front. The importance of the problem is shewn by the fact that at the last cattle census the bovine population had grown, by three per cent in five years, to over twenty-one million, nearly all of them indiscriminately bred.

The herd at Kanke consists chiefly of a good strain of *Sahiwal* milk animals. Very good results have been obtained, and it is proposed to confine the breeding work at Kanke to this strain for the present. The buffalo herd at Sepaya was badly affected by Johne's disease, but will be brought up to strength again by importing young calves from the military dairies. The breeding operations at the Patna cattle farm attached to the Veterinary

College were controlled by the Principal of the College and the Veterinary Department. The total strength of the herd at the end of the year was 545. Prices realized by the sale of young stock were low in proportion to the cost of rearing, but reports from purchasers were favourable, and it is hoped that better prices will be realized at future sales. The quantity of milk sold increased during the year, and it is hoped that the farm will become a valuable asset.

The Veterinary Department also maintained 56 breeding bulls at different veterinary hospitals, which were reduced by casualties to 42 at the end of the year. Nearly 80,000 scrub bulls were castrated during the year.

Cattle-disease.

Contagious diseases were common all over the province, particularly in the central range. In North Bihar the condition was better, as the principal diseases were present in a mild form, and anthrax and black quarter did not occur at all in some districts.

Altogether 113,000 animals were attacked, of which 42,500 were attacked by foot and mouth disease. About 83 per cent of the outbreaks were attended by the staff of the Veterinary Department. The deaths from disease amounted to 33,700, a decrease of 1,800 as compared with the year before. Most of the deaths were due to rinderpest, which attacked 65,000 animals, of which 28,500 died. There was a severe outbreak in Patna itself, which required a special staff to deal with it.

Foot and mouth disease, like rinderpest, was most widespread in the central range. The disease attacked 42,000 animals, of which 184 died. Only two of the deaths occurred in North Bihar. Hæmorrhagic septicæmia and black quarter were both less prevalent than in the previous year, but the percentage of mortality among the animals attacked is high. There were 4,248 deaths from the former, and 256 from the latter disease. Anthrax was reported from eight districts, and caused the death of 219 animals.

The district boards were still experiencing difficulty over the payment of the cost of serum used in the outbreaks in previous years, and though the Government came to their help, the number of inoculations fell from 324,000 in 1929-30, to 80,000. Inoculations were only used when all other methods had failed to check the disease.

Veterinary hospitals.

There are 33 hospitals, at which 70,000 in and out-patients were treated during the year, besides those treated at the Veterinary College Hospital.

In addition to these 137,300 cases were treated by the 96 touring veterinary assistant surgeons, on tour and at dispensaries, besides the castrations which they performed. The number of patients treated in the hospitals and on tour were both much higher than in the previous year, and the steady increase is an indication of the growing appreciation of the services of the Veterinary Department.

Cruelty to animals.

Another post of inspector under the Society for the Prevention of Cruelty to Animals was created. There were in all nearly 1,000 convictions for cruelty in the province. The first horse and cattle-show organized by the Society for the Prevention of Cruelty to Animals was held during the year at Bankipore.

Co-operative societies.

At the end of the year 1930, there were in the province 9,404 co-operative societies with 266,000 members. The vast majority of these societies are co-operative credit societies of agriculturists. They are financed mainly by the 67 co-operative central banks, which in turn are the constituent members of the Provincial Co-operative Bank. The number of members was smaller than in the previous year, but it was about two and a half times the number of members that existed in 1921.

Unfortunately the success of the co-operative societies cannot be measured by the number of members nor by the amount of capital involved, and it has become recognized in recent years that the societies on the whole were not as sound as they should be. Money has come in fairly easily to the central banks, a fact which is possibly partly accounted for by a belief that the financial soundness of the whole was backed by the Government. The organization of societies is largely in the hands of the central banks, and societies have often been organized, and existing societies have been over-financed, in order to provide an outlet for the surplus funds in the hands of the central banks. The result was that many of the members of the societies did not understand the real principles of co-operation, and regarded their banks mainly as willing money-lenders. Even without the economic depression resulting from the fall in prices, societies found it difficult to repay their loans in due time. When the economic difficulties were added, collections still further deteriorated, so that less than half of the money due to be repaid in 1930 was repaid.

For these reasons a brake has been put upon the registration of new societies in the last two years, and societies which were hopelessly in difficulties are being systematically weeded out by

liquidation. In 1930, two hundred and eighty-six societies were registered and two hundred and sixty-one were liquidated.

The most important decision taken by the Government was the decision to appoint a committee to examine the whole co-operative structure in detail, and to give advice as to the best policy for future development. In a province like this, with a population of small cultivators, the importance of a system of co-operation based on sound business principles cannot be exaggerated. Much good has been done, and though there are defects, their existence has been recognized before it is too late, and there is every reason to hope that the steps taken will result in their removal. The findings of the committee cannot be anticipated here, and all that can be done is to state some of the salient facts from the Registrar's annual report for the year 1930.

The provincial bank had another successful year, and its working capital increased by Rs. 4 lakhs, and amounted to Rs. 77.6 lakhs. Profits, however, fell slightly, to just under one lakh, partly owing to the conversion of old loans into fresh loans at reduced rates of interest, and partly owing to the large sums locked up in societies under liquidation. Deposits from individuals increased by over five lakhs of rupees, and as the increase was more rapid than was needed, the rates on all fixed deposits were reduced. The provincial bank has reduced its lending rate, which stood at 8 per cent in 1926, to an average of 6.3 per cent.

The total working capital of the central banks amounted to Rs. 232 lakhs. The total profits amounted to nearly five and a half lakhs, shared by all the banks except three, which sustained a loss. Unfortunately it would be unsafe to rely upon these figures too closely, as the figures of working capital include considerable sums which are doubtful of recovery, and some of the interest included in the nominal profit was overdue interest, and was not recovered.

Some of the banks still continued to pay high rates of interest on deposits, and therefore had surplus funds which they could not profitably invest. It is satisfactory, however, that in general the rate of interest has been very considerably reduced. An explanation of the reluctance to reduce the rate can possibly be found in the fact that the representatives of the primary societies on the directorate of the central banks cannot or do not carry sufficient weight to determine the policy of the central banks, whose first interest should be that of the primary societies. It has already been said that collections were poor, and it appears that the central

banks have been content with too low a standard of collections in the past.

Apart from their control of credit, the banks did useful work in other ways. Many of them participated in the distribution of improved seeds and implements and manures. Some of them employed agricultural inspecting clerks or *kamdars*, a few of these being at the Government expense, but most of them at their own expense. Some of the loans distributed by central banks were used for land improvements, and some banks also took a part in sanitation and medical relief by the free distribution of medicines, the cleaning and repairing of village roads, the disinfection of wells and the starting of charitable dispensaries. One bank sent out epidemic doctors, and some societies set aside a certain amount of their profits in order to get their villages cleaned. In some places lantern lectures were given regarding the improvement of health and sanitation. Cottage industries such as basket-making, tile-making, weaving, etc., were introduced among some of the societies, and certain central banks have taken steps to popularize the industry of eri-silk cultivation. The total funds allotted for education rose to Rs. 13,000, but unfortunately the grants received from district boards decreased. One central bank had as many as twenty-two primary schools working under it satisfactorily, and in another bank thirty-eight illiterate members of societies learnt to read and write.

Among the primary societies, the number of agricultural societies increased by 102. In the last year or two, the financing of these societies has been a good deal more conservatively done, so that the amount of loans given out decreased to Rs. 33.66 lakhs, which is little more than half the amount which was lent in 1928. One of the difficulties in the way of the success of these societies consists in the apathy or inability of their members, who are largely illiterate, in the matter of controlling their committee, who sometimes take more than a fair share out of the loans received from the central banks. Nevertheless these societies were on the whole more successful than the non-agricultural societies.

The difficulties in the way of organizing co-operative purchase and sale societies are discussed in the report of the Royal Commission on Agriculture, and though there is undoubtedly scope for societies on the lines of the commission shops in the Punjab, they require the greatest care to be exercised in their organization and supervision. There were 72 grain *golas*, and though these have not generally been successful in Bihar they suit the requirements of aboriginal and backward tracts, where grain-lending is still prevalent.

The People's Bank in Patna City is a very successful institution. It has over a thousand members and it has been classed as " model " for the last four years. A new traders' bank in Muzaffarpur also began well, but on the whole the other traders' and artisans' societies were not very successful. A few of the co-operative stores have made good progress, but on the whole they can not be said to have shown very satisfactory results.

The Co-operative Federation, of which the Registrar is the Governor, fulfilled a number of useful functions and is responsible for the audit of societies and banks. The Federation maintained a staff of ten assistant auditors, and 106 local auditors for the primary societies. Eighty-three training classes were held in various centres during the year for the training of secretaries and committee members of primary societies, and it has been suggested that the whole work of supervision, and the staff required for the purpose, should be transferred from the central banks to the Federation. In the meantime co-operative institutes were started at Sabour and Cuttack. The training to be given at these institutions forms an important part of the foundation upon which a sound co-operative organization can be built.

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CHAPTER XI.

Commerce and Industry.

Industrial possibilities.

The vast majority of the inhabitants of Bihar and Orissa depend solely upon agriculture for their livelihood, and in the census of 1921 only 2½ million persons were found to be primarily dependent on industry. According to the census definition of industry, these include not only those employed in mines and factories, but also the far larger class of village artisans, weavers, carpenters, blacksmiths, potters, tailors, masons and others. Nevertheless the province has immense assets for industrial development in certain parts. for it contains huge deposits of coal and other minerals, and in fact is the richest in minerals of all the provinces in India; in 1930 two-thirds of the coal, practically all the iron ore, all the copper, and four-fifths of the mica produced in British India and Burma, came from Bihar and Orissa.

Bihar and the Orissa coast are alluvial formations, and the mineral deposits are situated in the Archæan formations which give rise to the hill ranges and plateaus of Chota Nagpur and Orissa. These formations give also rich mineral deposits in some of the Feudatory States of Orissa, which are not included in the figures quoted above. In the account of the mines and factories and commerce of the province contained in this chapter, it is interesting to consider not only the existing facts, but to speculate upon possibilities of industrial and commercial development in the future; for it is obvious that if the standard of living is to be raised a vastly greater proportion of the population must find other outlets for its activities besides agriculture.

The activity in mines and industries was naturally affected by the trade depression in 1930-31, and this was apparent in a fall in the output of minerals, in the number of coal-mines worked, and in the number of persons employed in mines and factories. Statistics of the goods conveyed by rail and river to or from places in the province itself, which would indicate the nature and direction of the trade which goes on, are not readily available. All that can be said is that the depression caused a sharp fall in railway traffic, and the gross earnings of the railways was over ten per cent less than in the peak year 1928-29. The trade by sea from Chandbali in Orissa fell in value from Rs. 24 lakhs in 1927-28 to

Rs. 4½ lakhs in 1928-29, when the regular service to Calcutta was closed. In 1930-31, however, there was again a fairly regular service about once a week, and the trade recovered to Rs. 11½ lakhs. Kerosine, cotton twist and betel nuts each contributed over half a lakh of rupees to the imports, while the exports were almost entirely composed of rice or paddy. The balance of the exports, which amounted to Rs. 5,20,000 in all, was made up of jute and other minor items. The sea-borne trade from Puri consisted entirely of exports of grain and vegetable oil, amounting in value to Rs. 2,80,000.

Mines.

The total output of coal in 1930 was not much below that of 1929, but exports from India to foreign countries fell off considerably, partly on account of the fall in the Chinese exchange. The depression became more marked as time went on, and the total output from the British districts of Bihar and Orissa fell from nearly 15 million tons in 1930, to 13.2 million in 1931. Nearly 11 million tons of the output of 1930 came from the Jharia coal-field in Manbhum. Most of the rest came from Manbhum and Hazaribagh, but there are other mines in Palamau, Sambalpur and the Santal Parganas.

The coal-fields give employment to about 109,000 persons, and there was a small improvement in the average output of coal for each person employed, from 129 tons to 137 tons. This is better than the average for British India as a whole, but still only one-half of the average in the United Kingdom, and less than one-fifth of the average in the United States of America. These figures must not, however, be taken as an accurate index of the comparative efficiency of the Indian miner, for it has to be remembered that in India both men and women are employed in the mines; and, as the Royal Commission on Labour pointed out, the miners are to some extent handicapped by circumstances which are not under their control so much as under the control of their employers; for example, a shortage of tubs at the busy season.

The employment of women underground is being gradually abolished by law; the second annual reduction took place in July 1930, and the number of women employed underground was reduced from 24,000 to 11,376. In the report of the Royal Commission on Labour, many suggestions are made for the improvement of labour conditions in the mines, which cannot be enumerated here; but it is satisfactory that the report shews that the Jharia mines Board of Health has been remarkably successful in the tasks imposed upon it, an achievement for which the mine-owners must

be given credit, since the whole cost has been met from self-imposed cesses on owners and receivers of royalties. The physique of the workers is generally good, though it is not so good in the Giridih coal-field as elsewhere. The physique of the Santals is said to be above the average, and this is attributed partly to a better dietary, and partly to the fact that they return regularly to their own homes.

It is important for the economic welfare of the country that some other fuel than cow-dung should be substituted for cow-dung and wood, for domestic cooking and other purposes. For this purpose the Soft Coke Cess Committee was constituted under the Act of 1929, and began work in July 1930. Propaganda was carried on by posters, leaflets and demonstrations; it is too early to judge of the results, but it is to be hoped that it will gradually result in the substitution of soft coke for cow-dung, so that the cow-dung may go back on to the land as manure.*

Another matter of national importance was dealt with by the Chief Inspector of Mines in a paper which was discussed by the Mining and Geological Institute of India in April 1930. It is estimated that the Jharia coal-field contains 20,000 million tons of coal. The greater part of the output is obtained from seams of 20 to 30 feet in thickness, and by a method by which at least 60 per cent of the coal has been left standing in pillars. Where the seams lie at a shallow depth it has been found possible to extract these pillars, but where the seams are close together or over 300 feet below the surface, mine-owners have become increasingly reluctant to attempt extraction by the ordinary method, owing to the risk of collapse of pillars or spontaneous fires. It is estimated that there are 120 million tons of first class coal standing in pillars which it is impossible to extract by the ordinary method of mining; and partly included in this figure, but largely in addition, there are some hundreds of millions of tons which cannot be worked by the ordinary method, owing to the necessity of providing support for rivers, roads and railways. There is only one satisfactory method of extracting lofty pillars of coal at a depth exceeding a few hundred feet, and that is the method of hydraulic packing, or sand stowing, by which the space formerly occupied by the coal is filled by sand brought down from the surface. This naturally costs money, and severe competition has prevented the general application of this method in the past. But the importance of

* Before the Indian Mining Association in March 1932, it was stated that the monthly despatches of soft coke had increased from 60,000 tons a year ago, to over 100,000 tons a month in the last 6 months.

finding some remedy for the state of affairs is shewn by the opinion which was expressed, that the loss of one half of the coal in the Jharia field would otherwise be inevitable.

The iron mines are in Singhbhum, and they produced 11 million tons of ore in 1930, a decrease of 21 per cent on the previous year's output. The iron and steel works in that district, however, are not confined to the Singhbhum mines for their supplies of ore, for they have huge reserves in their mines in the neighbouring feudatory states.

The protective tariff enjoyed by the iron and steel industry has resulted in the expansion of Jamshedpur, where the works of the Tata Iron and Steel and subsidiary companies are situated, and which 25 years ago was nothing but an uninhabited site, into a large industrial town of 100,000 inhabitants, well laid out on modern lines. From the consumers' point of view, however, the results are not so satisfactory, for they have to pay more for their requirements, and the building, for instance, of road and railway bridges becomes more expensive. As a result of the increased protection given to tin plate, the company proposed to add more rolls to their existing mill, but owing to the fall in the sales of other materials produced, they were not able to operate their main works fully throughout the year, and there was a large balance of rails and structural steel. The Bengal Iron Company closed down their mines indefinitely, and the Indian Iron and Steel Company worked on a restricted output. The workers in Jamshedpur come from all parts of India, and comparatively few have settled down there. There is said to be a tendency for the health and physique to improve among those who have settled, owing to the regular work, and better wages and housing.

The copper mines and works are also in Singhbhum; in spite of the fall in prices, the output increased from 77,000 tons to 124,000 tons of ore, valued at over Rs. 24 lakhs. Nearly three thousand tons of refined ingots were produced, and a newly installed rolling mill for yellow metal sheet produced 718 tons of sheet, the whole of which was absorbed by the Indian market.

The Bihar mica belt in Hazaribagh, Gaya and Monghyr, constitutes the most important mica field in the world. During the war the demand for mica for munitions was incessant, and led to a large increase in the output of mica from Bihar, which produced 55 per cent of the world's output. The demand for mica in 1929. was good, and was maintained for some time; but at the end of the year 1930, stocks were much in excess of the current demand.

Forty-one thousand hundred-weights were produced from the mines in this province, valued at about Rs. 20 lakhs. In recent years the larger deposits have been developed on modern lines, and equipped for systematic underground mining. The mica industry for years past has suffered from pilfering and illicit dealers, but it is hoped that the enforcement of the Mica Act from January 1932, under which miners and dealers will be registered and licensed, will protect the legitimate industries from these activities.

A mineral of which there are deposits of great economic value in Bihar and Orissa is bauxite, found on the plateaus of Ranchi and Palamau. The deposits have not yet been worked, as the reduction of bauxite to aluminium metal depends on a cheap supply of electric energy, which is not available. Other minerals produced in the British districts of the province, with their output in 1930, are given below :—

Manganese ore (Singhbhum)	11,203 tons.
Chromite ore (Singhbhum)	5,101 tons.
Stone, chiefly igneous rock (Gaya, Monghyr, Santal Parganas, Singhbhum).	451,598 tons.
Limestone (Shahabad)	228,522 tons.
Slate (mainly from Monghyr)	1,233 tons.
Fireclay (Manbhum, Palamau, Sambalpur)	20,551 tons.
China clay (Singhbhum and Bhagalpur) ...	9,646 tons.
Sandstone (Shahabad)	58,202 tons.
Steatite (Singhbhum)	208 tons.
Kyanite (Singhbhum)	321 tons.
Apatite (Singhbhum)	220 tons.
Gold (Singhbhum)	30 ounces.

The wages earned by miners vary, in the case of unskilled labour, from about five annas a day in the mica mines to nine or ten annas a day in the coal-mines; and in the case of skilled labour from about seven annas to fourteen annas. At one time during the year it was proposed that wages in the mines should be reduced in view of the fall in the cost of living. The Indian Mining Association opposed the suggestion, and no changes were made in the actual wages, but certain kinds of allowances were cut down, and fewer miners were carried in motor vehicles from their homes to the mines.

Factories.

The relative importance of the industries carried on in the province in regular factories (as opposed to cottage industries), may be gathered from the reports of the factory inspection department, though it has to be remembered that these are concerned almost exclusively with

factories which use power and employ at least 20 persons. There were 282 such factories actually at work in 1930, employing 66,000 hands, so that the province comes a long way behind Bengal, Bombay or Madras in respect of the number of operatives in organized industry, and exceeds only the Central Provinces, the Punjab and Assam. The number of hands employed was 2,400 less than in the previous year.

Next in importance to the iron and steel works in Singhbhum are the railway workshops at Jamalpur in Monghyr, which employ over 10,000 people. The other most important classes are food, drink, and tobacco factories, and certain engineering works. The large tobacco factory at Monghyr had a bad year on account of the boycott of the European style of cigarettes, and had to reduce its staff from about 3,000 to 1,200. The boycott caused a temporary boom in locally-made "*biris*", which may leave a permanent mark on that industry. Rice and oil mills are reported to have done well at first, but towards the end of the year they had to dispose of their products in a falling market. Sugar factories did well and increased in numbers, and this industry is important as it helps to fill the gap caused by the decay of the indigo industry. An interesting example of the conversion of over 1,500 acres of poor forest land into a valuable plantation is seen in a sisal-hemp plantation in Sambalpur district. This has been developed by the proprietor, Mr. Casey, in the last 25 years and gives employment to between 100 and 200 persons.

The Royal Commission remarked upon the small number of prosecutions under the Factories Act and rules which had taken place in this province in past years, and expressed the opinion that this was an indication of a lenient policy of the Government rather than of exemplary conditions in the factories, and recommended that greater rigour should be shewn in the future. A more rigorous policy was adopted in 1930-31; the staff of inspectors, whose strength had been increased by one, was able to inspect all but 39 factories, and there were 17 convictions for breaches of the regulations. Some of the subdivisional officers were also appointed as additional inspectors, and were able to make inspections to see that the orders of the regular inspectors had been carried out. No serious defect in sanitation was found, and some improvement was found to have been made in lighting and ventilation; progress might have been greater but for the depression in trade. The fencing of machinery continued to improve, and the number of accidents due to want of proper fencing was small.

No doubt some of the improvements were made for good business reasons, and it is gratifying to find such cases where it is recognized that comfortable conditions for the operatives are of themselves good business in the long run. Though the provisions of the Workmen's Compensation Act are not so widely known in remote places as they ought to be, yet they already provide a strong incentive to employers to introduce safety measures, and the Royal Commission has recommended that its application should be extended. At the same time it is recommended that some of the provisions of the Factories Act should be extended to factories which do not employ power, of which the most important classes in this province are the mica and shellac factories. There are 127 of each of these, of which only sixteen at present come under inspection. The shellac factories were badly hit on account of the fall in the price of lac, partly occasioned by the use of synthetic products; it is hoped that the acute depression will not be permanent, as lac is an important item in the economics of Chota Nagpur.

The statistics collected to show the cost of living indicate that Cuttack continued to be the cheapest and Jamshedpur the dearest centre for a workman to live in. On the whole the cost of living at the various centres fell from about 40 to 70 per cent above the pre-war level, to about 10 to 40 per cent above it. The average wages of unskilled male labourers in factories varied from about 5¼ annas a day in Darbhanga, to 9 annas a day in Jamshedpur. The wages of skilled labourers varied from about 12 annas a day for greasers, to Rs. 1-14-0 a day for stationary engine-drivers, and Rs. 3-2-0 for electricians. The people employed in the mines and factories in Bihar and Orissa are not, of course, all natives of the province, for a great many come from Bengal and from up-country. On the other hand, thousands of Biharis and Oriyas emigrate periodically to other provinces, not only to the tea gardens of Assam, but also to the docks and mills upon the Hugli. On balance, money comes into the province by this exchange of labour; for in 1930-31 the money-orders despatched totalled Rs. 608 lakhs, while Rs. 664 lakhs came in. These sums were about ten per cent less than the issues and receipts in the previous year; a substantial portion of them must represent remittances from labourers to their homes.

Cottage industries.

How long the cottage industries, and the craftsmen who make the villagers' requirements, will survive in their present form in the face of competition from industries organized on modern lines remains to be seen in the future. Increasing wants follow and give rise to increasing

trade, and signs are not wanting of changes already taking place. For instance, aluminium utensils are noticeably more common in the *bazars* than they were a few years ago, and people spend money in cinemas and camera and gramophone shops which were non-existent not very long ago. In an account of the silk industry in Bhagalpur the Provincial Banking Enquiry Committee concluded :— " While the cottage weavers are sunk in extreme want and penury, the capitalistic silk factories, all using manual power of not more than 25 workers on the average, are flourishing. The industry is thus slowly progressing towards its inevitable end, the factory stage." If the standard of living is to be substantially raised, the change must go on and industry will become gradually more and more organized on more efficient lines. But it does not follow that industry will become organized on the huge scale that it is in the west, with an industrial population entirely distinct from the agricultural population. As the Royal Commission on Labour pointed out, the industrial worker in India is often an agriculturist with land of his own. Any measures are to be welcomed which promote the growth of industry without dislocation, and which help the agriculturist to find a profitable occupation in his spare time, or which help those, who have no other means of livelihood than their ancestral handicraft, to earn a living wage.

The Department of Industries.

The improvement of the cottage industries lies within the province of the Department of Industries, which is also concerned with the control of technical education, the giving of technical and engineering advice, and the granting of State aid to industries. The most important cottage industry in the province is weaving, and useful work was done in introducing improved methods by the ten weaving supervisors, each assisted by a staff of trained craftsmen. A more efficient type of handloom, capable of increasing the output by about 50 per cent, has been demonstrated in the villages. Formerly the department itself had to supply the loom, but a welcome development is now apparent in the tendency for local carpenters to make the loom themselves, and undersell the department. Instruction is also given to the weavers to produce patterns other than their own familiar ones. The Cottage Industries Institute supplies yarn to certain contractors, who have the *pardahs* woven as instructed by the supervisors; the *pardahs* are then marketed through the Institute, which acts as middleman between the weavers and the London market.

The Cottage Industries Institute is primarily a teaching institution for training pupils in various arts and crafts. That is

to say, the purpose is educational and not profit-making, and therefore though the articles manufactured are sold, this branch of the institute is not self-supporting, for the articles are made slowly by apprentices, and an expensive teaching staff has to be maintained. The commercial system of accounts was introduced during the year, and the inclusion of interest on capital expenditure resulted in the net cost of the institute appearing as Rs. 50,000, which may be regarded as spent in the hope of developing the cottage industries in the province. The commercial or *pardah*-manufacturing section, on the other hand, brought in a profit of Rs. 12,000, even though the total value of goods sold fell by Rs. 20,000 to Rs. 1,57,000. Of these, goods to the value of Rs. 89,000 were sold in London, which was very little less than in the previous year, in spite of the depression in trade. The sales depôt has done a good deal to bring the products of cottage industries to public notice. It used to be a separate concern, but various irregularities in the management led to its removal from Bankipore to Gulzarbagh, where it should be more easily supervised by the Superintendent of the Cottage Industries Institute.

Fishing for local markets gives employment all over the province, but the most important export fishery is in the Chilka Lake in Orissa. The methods employed in different places are numerous, including seine nets, cast nets, traps, standing nets in tidal waters on the Orissa coast, and occasionally spearing. The quantity of fish exported by rail slightly decreased during the year, and amounted to about 114,000 maunds. In order to develop the fishing industry the department maintains centres for the distribution of carp-fry; the number of centres was increased to four during the year, and the quantity of fry distributed increased by 66 per cent over the quarter-million distributed in the previous year.

The staff maintained to give engineering and technical advice was kept very fully employed, and it was unfortunate that for certain reasons the Industrial Engineer had to be suspended, and eventually removed from Government service, in January 1931, since when the post remained unfilled. It appears likely that an efficient industrial engineer would gradually be able to build up a consulting practice of considerable magnitude. The legitimate work of the circle officers and mechanical supervisors is to investigate unusual difficulties, to advise on the local possibilities of new enterprises, and to inspect factories in which the Government has a financial interest. They were, however, also kept busy by firms whose machinery had either broken down

or was not working efficiently; sometimes too they were asked to supervise the installation of new plant, and though these are hardly the functions which they were originally intended to perform, they attempted to satisfy all demands as far as possible. But this could not proceed indefinitely unless their numbers were largely increased.

Technical education.

There are 28 schools and colleges for technical education, of which the most important is the Bihar College of Engineering at Patna. The number of students in the College fell, and the results of the examinations were not quite so good as in the previous year. But the course of training given at the College was improved by the revision of the University regulations governing the course for the degree of the Bachelor of Civil Engineering, and the degree was recognized by the Institute of Engineers in the following year, giving the graduates a definite status in the engineering profession. The revised regulations have the effect of laying more stress on steady work throughout the course, and less on examinations. A grant of Rs. 76,000 enabled the College to purchase more modern equipment, including that necessary for a small electrical engineering laboratory.

The artisan and mechanical apprentice classes at all the four Government institutions were replaced by a single new diploma course, for which the teaching is in the vernacular. Eleven stipends were given for study outside the province, in subjects not taught within it, such as dyeing and printing, tailoring and hosiery-making, while three scholarships were given for study abroad in mechanical engineering, fuel technology, and jute-spinning, as well as a short term scholarship for printing in England. The aided schools at Jamshedpur, Balasore and Jamalpur are reported to have made good progress; the other aided schools are mainly handicraft schools, not equipped with modern machinery. Altogether there were 912 students at whole-time institutions, and 715 at the two part-time institutions.

The working of the State Aid to Industries Act has been disappointing; many of the firms aided have defaulted in the repayment of loans, and in some cases have gone into liquidation. In other cases steps have had to be taken to seize the machinery on which loans were secured, but even then it is not always possible to recover the loans in full, on account of the depreciation in market value which may occur, especially if machinery is not properly handled, and on account of the fact that in India there

is no market for second-hand machinery except as a great bargain. Difficulties were naturally increased by the industrial depression. Only four grants were made in 1930-31, and after that State aid had to be stopped, partly on account of the shortage of money. For the present, therefore, it has been decided not to undertake any revision of the Act.

Electricity.

By the end of the year, Cuttack had been added to the towns supplied with electricity, the others being Patna, Muzaffarpur, Bhagalpur and Gaya. Most of the undertakings are young, but in all these towns the demand for current is steadily increasing. Work was started on an installation in Giridih, licenses were granted for the electrification of Darbhanga, Chapra and Monghyr, and negotiations were proceeding for licenses for Puri, Ranchi and Purulia. In some other towns, there are installations in the hospitals or other buildings, but these do not help to accelerate the electrification of the towns as a whole. The rates charged in the towns with a public supply are at present six to seven annas a unit for lights and fans, with lower rates for power purposes. It is to be hoped that electricity will become more and more rapidly and cheaply available as time goes on, since it not only makes a profound difference to the comfort of individuals, especially in the hot weather, but a cheap supply helps to promote the development of industries requiring power.

Limited liability companies and banks.

The number of limited liability companies registered in the province is 97 (thirteen more than there were four years ago) with a total paid-up capital of Rs. 155 lakhs. There are only 26 joint stock banks or branches in the province, including the ten branches of the Imperial Bank. Nine of these branches of the Imperial Bank have been opened since the passing of the Imperial Bank of India Act of 1920, and there are still four districts without any bank at all.

The importance of proper banking facilities for commercial development is obvious. The subject is dealt with in the interesting report of the Provincial Banking Enquiry Committee, published in 1930, but it is impossible here to do more than give a brief outline of some of their findings and conclusions. The report indicates that the habit of hoarding and burying coins still persists among some of the substantial cultivators in Chota Nagpur, but is not general. The most common methods of investing savings in rural areas are stated to be in money-lending, the purchase of land, jewellery, trade and hoarding,

in that order; and hoarding appears to be more common among the upper classes than among the masses. The deposits in banks and post offices come mainly from the urban, middle and professional classes, Government servants and so on.

The post office forms the most important institution for the regular investment of money. About Rs. 4½ crores were invested in Post Office Savings Banks and cash certificates; Rs. 185 lakhs in the Imperial Bank; Rs. 140 lakhs in other banks, and over Rs. 2 crores in co-operative banks. The number of current accounts in banks has certainly increased since cheques were exempted from stamp duty in 1926, but the increase has not been so rapid as might be expected. The total number of current accounts in banks was estimated at only 7,500, and there is still a long way to go before the cheque habit becomes common. It is suggested that the habit should be encouraged by the use of cheques in the vernacular, as is already done in Bombay. The ordinary villager is extremely conservative in his views about investment, and various means are proposed to catch his custom. It is necessary to widen the class of investors and to encourage savings bank and current deposits, and this can only be done if the banks make it easy for people to invest money in this way. It is suggested that savings money-boxes should be brought into use, and that thrift and the proper use of money should be taught in colleges and schools.

Unfortunately there are few local borrowers who can satisfy the high standard of security demanded by the Imperial Bank, and the result is that only a small portion of the deposits flows back into trade in this province. It is therefore recommended that there should be a system of registered rural money-lenders, who would as a condition of registration be required to keep their accounts in English, and allow them to be audited twice a year. In return they would be given legal facilities for more prompt recovery of their loans; and they ought then to be able to borrow money from the banks. Suggestions are also made for improving the status of indigenous bankers or shroffs, i.e. those who really fulfil the functions of bankers by accepting deposits, discounting *hundis*, etc.; and it is suggested that through these two channels money invested in the province would be assisted to flow back into the province.

APPENDIX I.

A Short Summary of the Administration of Bihar and Orissa in 1931.

Changes in the administration.

There were no changes in the personnel of the Government until December when the Hon'ble Sir James Sifton, K.C.I.E., C.S.I., I.C.S., resigned his office as Member of the Executive Council in order to go on leave, before taking up his appointment as Governor of the Province in succession to His Excellency Sir Hugh Stephenson, K.C.S.I., K.C.I.E., I.C.S. Sir James Sifton was succeeded by the Hon'ble Mr. J. T. Whitty, C.S.I., C.I.E., I.C.S. The Hon'ble Raja Rajendra Narayan Bhanja Deo, O.B.E., was the other member of the Executive Council throughout the year, being in charge of the Finance, Commerce and Judicial departments of the Government. He became Vice-President of the Council when Sir James Sifton resigned. On the transferred side, the Hon'ble Sir Saiyid Muhammad Fakhr-ud-din and the Hon'ble Sir Ganesh Datta Singh continued to hold charge of their portfolios of Education and Local Self-Government.

Tours of the Viceroy and the Governor.

His Excellency the Viceroy, the Earl of Willingdon, paid a brief visit to Ranchi in August, while on his way to Calcutta. His Excellency the Governor made an extended tour in the Orissa States in January, visiting the States of Patna, Kalahandi and Sonpur, where he visited the institutions and hospitals and schools. In February, he attended the police parade in Patna and presented the medals to those who had been awarded the King's Police Medal, as well as other rewards and sanads to those members of the police and the general public, who had distinguished themselves by good work in the course of the civil disobedience movement. At the end of February he went for a short visit to Delhi. Two Durbars were held, one at Patna in March, and the other at Ranchi in September, for the presentation of titles and honours, and on His Excellency's departure from Ranchi in November, farewell addresses were presented to him by the various local bodies. In the same month, he paid a short farewell visit to Muzaffarpur and inspected the Bihar Light Horse who were in Camp there, and in December went for a final tour in the Orissa districts.

Political events.

When the year opened, the political situation was in a somewhat uncertain condition. There had been a distinct improvement in the state of the districts where most trouble had been caused, the improvement resulting from the firm action which had been taken; in other places there had been a revival of activity on the release of some of the leaders on the expiry of their sentences. An improvement continued for some time after the re-introduction of the Press Ordinance and other ordinances, especially in districts where additional police had been posted, or where action was taken under the Criminal Law Amendment Act to declare the volunteers' associations unlawful. This continued until the release of some of the all-India leaders, for negotiations which ended with the signing of the pact in March. Advantage was taken in some places of the endeavours of Government to bring about a peaceful atmosphere, and the volunteers were encouraged to reoccupy their *Ashrams* and to rehoist the national flags on " Independence Day ". A serious incident took place at Begusarai, where the police were attacked by mobs whose processions they had been endeavouring to control; being in imminent danger of being overwhelmed they were compelled to open fire, with the result that five rioters were killed. Other incidents took place in other districts, and prisoners were rescued from police custody. Certain sections of the press continued to give prominence to wild charges of brutality against the police, and at the same time continued to pour ridicule upon the proceedings of the Round Table Conference. The position continued to be uncertain, as all were waiting to see what would be the outcome of the negotiations at Delhi, and at the same time the release of leaders raised hopes of greater concessions still to come. The police, whose conduct throughout had been admirable, naturally resented the demand for an enquiry into their alleged excesses, knowing very well that no enquiry would satisfy those who demanded it, unless it resulted in a report that the charges were proved.

When the pact was concluded in March, there was general relief that the conduct of the police was vindicated by the dropping of the demand for an enquiry into the alleged excesses. The pact itself was received with mixed feelings, some regarding it as a victory for the Congress, and others considering that the Government had got the best of it. The pact, however, was continually represented as being merely a truce, during which the adherents of the Congress should take steps to organize themselves for further efforts, in anticipation of the time when the truce would come

to an end. Attacks still continued to be made upon the police, and for some time picketing was still accompanied with violence and intimidation; yet there was no hesitation in accusing the Government of bad faith, and of delay in carrying out the release of political prisoners under the pact. The release naturally could not be carried out in a day, but nearly 3,000 prisoners were released within a few days of the signing of the pact. The fact that the agitation against the execution of Bhagat Singh ended in failure was a relief to the law-abiding part of the population, and efforts to stage *hartals* after his execution met with little success. Though crime was still more prevalent than in normal years, in those districts where civil disobedience had been most strong and had produced a general spirit of lawlessness, the feeling of weariness with the movement itself gradually became more evident. The great mass of the agricultural population gradually took less and less interest in the action of the agitators, and the activities of the latter gradually became more and more concentrated upon the work of organization for the future, particularly in the towns; but in this too they were to a large extent handicapped by the prevailing economic depression and shortage of money.

Considerable apprehension was felt as to the state of communal feeling, especially after the massacres in Cawnpore, and the attention of the leaders of all parties was for some time diverted from political matters to the problem of ensuring a peaceful *Bakr-Id* and *Muharram*. Their efforts, added to the precautions taken by the police and executive authorities, were in the main successful in preventing disorder at those festivals, which occurred in April and May. Nevertheless inflammatory speeches continued to be made, and in some districts there were definite signs of deterioration in the general situation, owing to the fact that the Government had laid aside the special powers with which it had armed itself to deal with lawlessness. Violent attacks were made on the Government and police; picketing continued, and resolutions in glorification of political murderers continued to be passed. The fact of the matter was that though there was an improvement on the whole, there was no evidence of a real change in the mentality or intentions of the leaders, and the possibility of trouble was only latent, but not extinct; in particular there were possibilities of trouble among the aboriginal population.

Two serious revolutionary outrages occurred in June. In the first, the station master of Hajipur on the Bengal and North-Western Railway was attacked while he was carrying a sealed

bag of money to the guard's van; a man seized the bag and was assisted by four or five persons, one of whom shot the station master in the stomach. Two other people were injured, and the station master died as a result of his wounds. In the second case, a party of police was lying in wait in Patna to arrest two well-known revolutionaries, as they came along on bicycles. One was knocked off his bicycle and arrested, with bombs and a pistol in his possession; the other, who proved to be an absconder from Delhi, was chased, and threw a bomb which killed a sub-inspector and injured a head-constable. One revolutionary was ultimately sentenced to seven years' rigorous imprisonment, and the other was fortunate to get off with a sentence of transportation for life. These crimes resulted in some revulsion of feeling against crimes of violence, and it began to appear that the temporary impetus which the anti-Government movement had received in March, had largely evaporated, while counterpropaganda was producing its effect.

There now began to appear a movement among the Hos and the Santals and other aboriginal tribes in Singhbhum, somewhat similar to that among the Santals of Hazaribagh in 1930. The leader established an *Ashram* in the jungle near Chakradharpur, and informed his followers that if his commands were obeyed, the same state of affairs as existed before the coming of the British would be restored, and the Hos could drive out the Hindus with bows and arrows. A large meeting was held, which dispersed on the arrival of armed police, and the arrest of some of the leaders checked the movement, though it still continued to give cause for anxiety. There were also at about this time vague rumours of a no-rent campaign in Bihar, but these were not likely to meet with much sympathy, partly because a large portion of the Congress supporters are petty landlords, and partly because in a permanently-settled province such as Bihar, where the revenue is only about one-eighth of the rent roll, a no-rent campaign would affect the landlords far more, and the Government far less, than in a temporarily-settled province. Besides, though it was natural to cast longing eyes upon the United Provinces, where such large remissions of rent and revenue had been made, the fact is that the rents, as a whole, in this province are far lower and less burdensome than they are in the United Provinces; the average rate of rent in more than half of the United Provinces is higher than the average rent in any district in this province except Patna.

The initial refusal and subsequent departure of Mr. Gandhi to attend the Round Table Conference in London did nothing to

enhance his prestige. There was a feeling of boredom over the protracted negotiations; people could not understand why the Government had been fighting the Congress with one hand, and trying, as it appeared to them, to hand over the country to a Congress Raj with the other. There was a general feeling of relief at Mr. Gandhi's departure, because it was likely to give the country at least a temporary respite from agitation. By this time, there was a distinct lull in agitation in the province, but various arrests of persons armed with bombs and revolvers, and the accidental explosion of a bomb in Patna City, which resulted in the death of the youth who was handling it, showed that there were more than enough of the revolutionary and anarchical party in the province.

Financial matters connected with the abandonment of the gold standard and the linking of the rupee to sterling, and the new taxation proposals, aroused very little excitement in this province. The taxation proposals were of course attacked in extravagant language by the *Searchlight*, but little notice was taken of the proposals except in the Press.

Towards the end of the year, the Congress leaders were touring in the districts, preaching that the Round Table Conference was a failure, and that it was necessary to prepare to renew the fight for freedom. Some inflammatory speeches were made, and the audiences were asked to be ready to contribute their share of the million innocent lives, which Mr. Gandhi had declared himself willing to sacrifice in the cause of India's freedom. Attempts were made to raise funds, and to exploit the difficulties of the tenants in the payment of rent as a grievance against the existing Government, but without much success. There were many preparations for the opening of camps for volunteers in many parts of the province, where they would be drilled and trained in the use of swords and *lathis*. It was evident that the Congress party was becoming desperate, for it was realized that if the civil disobedience movement were revived, the Government fully intended to meet it with firm measures. There was more readiness on the part of the general public to support the police, and when a bomb was exploded in the Collector's compound in Bhagalpur, there was a distinct rally of certain sections of local opinion to the side of the authorities. It was apparent that if there were any revival of civil disobedience, it would be accompanied with more violence even than in 1930, but would meet with less general support. This state of affairs remained until the end of the year, shortly after which matters again came to a head with the arrest of

Mr. Gandhi, the introduction of the ordinances, and the declaration of the Congress organizations as illegal.

Labour.

Reductions of staff on railways and in factories were effected without any serious labour troubles, and though there were a few short-lived strikes here and there, they were not altogether due to economic causes or labour conditions, and would not have taken place had it not been for outside agitation. Reductions of staff caused a little trouble on the Bengal-Nagpur Railway but on the East Indian Railway they were carried through with comparative ease. The fall in exchange in October caused a revival of trade in Jamshedpur and in some of the mining companies, leading to an increased demand for labour.

Communal affairs.

This year passed, as did the preceding year, without serious communal strife. After the massacres in Cawnpore, meetings were held in Patna and elsewhere by the leaders of the two communities, to try to allay the tension, and the *Bakr-Id* passed off quietly on the whole, though trouble was only averted at one village in Hazaribagh by the presence of armed police. The *Muharram* also passed off quietly on the whole, and during the rest of the year nothing serious occurred, though in more than one instance trouble was narrowly averted by the timely and tactful intervention of the police.

Crime.

The result of the spirit of lawlessness engendered by the civil disobedience movement and of the prevailing economic depression, was seen in a marked increase in the number of dacoities and burglaries in many districts. In some districts the number of dacoities was more than double the normal figure. There were several explosions of bombs in Shahabad district. The enquiries generally shewed that these had no political significance, but were the work of persons employed by one of two liquor contractors to damage the trade of the other by frightening the customers. In other cases, bombs had been planted in houses by the enemies of the owner of the house. Nevertheless the use of bombs is significant of the times, and in Saran, as a result of smart work by the police, there were several discoveries of bombs and pistols, accompanied by the arrest of revolutionaries and dacoits. The capture of a notorious leader in Shahabad led to the disclosing of a gang of about two hundred dacoits. The leader confessed to several murders and dacoities, and as a result of his confession many of the alleged members of the gang were arrested. The withdrawal of the ordinances and of the additional

police in Saran after the Delhi pact gave a fresh fillip to the lawlessness, which had gained a foothold in that district, and there were a number of clashes between the police and riotous mobs; and in all districts the police had to deal with violent picketing of excise and cloth shops.

The economic situation.

Just as labour and communal matters are liable to be intimately connected with the political situation, so too the economic conditions of the people are liable to have a profound effect upon political agitation. Fortunately, though the shortage of money and the low price of agricultural produce caused increasing difficulty to the cultivators and landed classes in the payment of rents and revenue, and in the purchase of manufactured goods, the fact that there had been a series of harvests which were on the whole well up to or even above the normal, prevented the state of difficulty from degenerating into one of actual distress. The shortage of money was not without its effect upon the finances of the Congress and volunteer organizations in the province, for the supply of volunteers for picketing rapidly dries up when they are not provided with the means of subsistence.

The average price of common rice in the main bazars ranged round about 12 to 14 seers per rupee, the lowest being over 14 seers per rupee in December, and the highest being 11¼ seers per rupee in August. In the previous year, the average prices had ranged round about 8 to 10 seers per rupee, until the sudden drop began to take place in October, 1930. In some parts of the province the price of jute, and in Chota Nagpur the price of lac, form an important element in the prosperity of the agricultural community; the high price of lac in recent years had in fact made the agriculturists in Chota Nagpur better off than they ever had been in the past. The slump in these commodities, therefore, was a severe blow, and in Purnea, which is the chief jute-producing district, difficulties in the payment of rent became acute. Towards the end of the year, the prices of these two articles began to rise, partly no doubt on account of the fall in the value of sterling, and the consequent fall in the rupee. But there was no corresponding rise in the price of paddy, and with the prospect of a good harvest over most of the province, the price of rice, which had tended to rise during the monsoon months, again began to sag, and reached a lower point than at any time during the year.

In the permanently-settled parts of the province, where revenue does not as a rule absorb more than ten to fifteen per cent of the

landlords' rent roll, the collections of land revenue were hardly affected by the fall in prices, except in Purnea; all that was necessary was to administer the land revenue sales-law with moderation, and penalties for default in the payment of revenue were not inflicted in cases where it was clear that there was genuine difficulty. More difficulty was felt in the three coastal districts of Orissa, in the greater part of which the land revenue is temporarily settled; a resettlement is just being completed, in the course of which the rents and revenue have been enhanced, and it was most unfortunate that the increase in rents should be so closely followed by a fall in prices. Fortunately the rents are still low, the average being about Rs. 2-4-0 per acre in Balasore and Puri and about Rs. 3 to Rs. 3-8-0 in Cuttack (a district where a considerable area is canal-irrigated); but the result of the fall in prices was that there was some default in the April instalment of the revenue, and a bigger default in the November instalment. On the other hand, in the Khurda Government Estate in Orissa, though there were arrears of Rs. 90,000 of rent in March 1931, all except Rs. 10,000 of this was collected before the end of November. In this part of the province, it was urged that the rates charged for canal water, which had been in force since 1923, were too high; this seemed to be borne out by the fact that the area under irrigation in some parts had decreased, and after full consideration, the rates were reduced towards the end of the year.

Fortunately there were no serious widespread floods or other agricultural calamities during the year, though in several places local damage was done and crops ruined. A severe hailstorm in February passed across Champaran district, leaving a well-marked trail of ruined *rabi* crops in its path, and in this area it became necessary for the Bettiah Estate under the Court of Wards to suspend half of the rent, especially as a part of the same area was affected by floods during the monsoon. In North Bhagalpur, a poor *rabi* crop, combined with a late arrival of the rains, which caused the first sowing of the autumn crop to be spoilt by drought, gave considerable cause for anxiety; the tightness of money and the unwillingness or inability of the money-lenders to advance money for fresh sowings, had to be met by liberal advances of agricultural loans. Actually the conditions began to improve, and the full amount of money which was made available for the loans was not required. There were also floods in Monghyr and Darbhanga and the eastern portion of Puri district, but prompt measures were taken wherever necessary to relieve distress, by the free distribution of grain from money provided by voluntary

subscription. Money was also quickly made available for agricultural loans, and as the floods soon subsided it was possible to replant a great portion of the paddy which had been damaged.

Finance.

The actual opening balance on the 1st of April, 1931 was Rs. 82,52, including Rs. 46,85 in the famine relief fund, and Rs. 4,22 in the Road Development account. This was Rs. 67 lakhs less than the balance with which the year 1930-31 opened, and Rs. 40 lakhs less than the balance which was anticipated when the budget for 1930-31 was framed.

Thus the financial year 1931-32 opened with a balance of Rs. 8 lakhs less than that which was anticipated when the budget was framed and presented in February 1931. In the first quarter, that is to say, April to June, the actual receipts of revenue were Rs. 115 lakhs, as against Rs. 119 lakhs in the previous year, and the fall in the excise revenue was already Rs. 5¾ lakhs. It was evident that the economic depression was having a serious effect upon the revenue, and would continue to do so for some time to come; unless the scale of expenditure was still further reduced there would be a serious diminution in the balance, and the province might be forced to borrow funds from the Government of India, which was itself already in serious financial difficulties. Every spending department was, therefore, called upon to make proposals by which its expenditure during the current year could be reduced by five per cent below the budgetted figure. At the same time, reductions were made in the scales of travelling allowance, and all improvements to residential buildings were held up unless they were absolutely necessary in order to make the buildings habitable.

When the Council met in August, the Finance Member was able to show that it was expected that by these means the expenditure during the year would be reduced by about Rs. 15 lakhs. The fall in excise revenue had been partly discounted when the budget was framed, and it was hoped that, as a result of retrenchment, the closing balance would amount to Rs. 44½ lakhs excluding the famine relief fund. The retrenchment was mainly effected by the above mentioned reduction in the scale of travelling allowances, by means of keeping sanctioned posts vacant, by saving in the construction and even repair of public works, by economies in contingent expenditure, and by economies in police clothing and equipment.

As a matter of fact as the year went on, the excise revenue continued to fall, and in the first nine months of 1931, it was

Rs. 29 lakhs less than in the same period in the previous year. Further drastic retrenchments were, therefore, necessary, and, as in all other provinces, a ten per cent cut in all salaries above Rs. 40 a month was announced (with certain exceptions in the case of the Police) to take effect in all pay earned in December 1931 and afterwards. A committee to advise on retrenchment, consisting of five members of the Legislative Council, with the Finance Member and Finance Secretary, was formed to examine the budget estimates for the next financial year 1932-33, for it became clear that the expenditure for the next year would have to be reduced by Rs. 30 lakhs below the already reduced expenditure of the current year. The ultimate result was that, so far as could be seen, the year would close on the 31st March 1932 with a balance of Rs. 28,41, and that during the year 1932-33 a sum of Rs. 2 lakhs would be added to the balance. Considering the revenue of the province, which is always meagre and has lately been heavily reduced, more cannot be done to restore the depleted balances, and even that which has been achieved, has been achieved only by the most rigorous economy in every department of Government. The land revenue is inelastic owing to the permanent settlement, and if the excise revenue continues to fall or remains even at its present low level, expenditure has to be curtailed even below what is necessary for the proper life of the province. Prospects of an increase of revenue from other sources are small, but enquiries were made during the year into the possibility of a tax on tobacco and *pan*.

The Legislative Council.

Sessions of the Legislative Council were held in Patna in January and February and March, and in Ranchi in August 1931. In all, there were 29 meetings of which 9 were devoted to non-official business. A general election had been held in September 1930, and the Council which met in January was the fourth Legislative Council of the province. Before the Council met, the Hon'ble Khan Bahadur Khwaja Muhammad Nur, who had been President of the Council for seven years, was appointed a Judge of the Patna High Court and, therefore, it became necessary to elect a new president. Three candidates for the presidency were nominated, and of these Babu Nirsu Narayan Sinha was eventually elected president. Out of four candidates for the office of the Deputy President, Rai Bahadur Lakshmidhar Mahanti was again elected. The new Council included forty-one old and thirty-five new members, excluding the nominated members. There were five by-elections during the year, of which four were contested.

Bills passed.

Three Bills were passed into law during the year. The Bihar and Orissa Municipal (Amendment) Supplementary Bill, 1931, which was merely to rectify a clerical mistake in the Municipal (Amendment) Bill of 1930, was introduced and passed in the winter session. In the same session the Bihar and Orissa Places of Pilgrimage (Amendment) Bill was passed, which enables a Lodging House Committee to place its surplus funds in a bank used as a Government treasury, or to invest them in securities approved by Government. The Bihar and Orissa Opium Smoking Amendment Bill was also introduced and passed in the same session. The original Bill which was passed in 1928 was intended to prevent the acquisition or spread of the habit of opium-smoking, by providing that, after a certain date, no one who was not registered as an existing opium-smoking addict would be able to indulge in the habit, without risk of prosecution and punishment. That Act, however, did not provide any means of forcing the existing addicts to get themselves registered, and the result was that when the register was closed, it was found that not more than half of the known opium-smokers had got their names included. It was felt to be impossible to enforce the law against all those who had already formed the habit, and, therefore, the amending Act provided that the registers should be reopened for a certain period, in order to enable all the remaining addicts to come forward and register their names.

Bills introduced.

Besides the above, six Bills were introduced during the year, one by Government and five by non-official members. The Government Bill was the Bihar and Orissa Municipal (Amendment) Bill of 1931, the object of which was to enable Government to take over the duties and powers of a municipality in respect of the assessment and collection of taxes, either of its own motion or on the application of the commissioners; that is to say, it is intended to enable Government to supersede a municipality in respect of part of its functions without superseding it altogether. This Bill was introduced in March and circulated for the purpose of eliciting opinion. Opposition to the Bill developed on the line that it was not right that a municipality should be relieved of its unpleasant duty of assessment and realization of taxes, while still enjoying the power of spending; nevertheless in the August session it was referred to a select committee by 65 to 17. There were two Bills to amend the Local Self-Government Act, the object of the first of which was to enable district boards to impose a tax on carts and so to raise money for improving their roads. The Bill was introduced in March and

circulated for the purpose of eliciting opinion. The object of the second Bill, which was introduced in August, was to enable the district boards to elect a president, who would preside at meetings, as distinct from the chairman who would continue to be the chief executive officer, as is the case under the Municipal Act.

The Chota Nagpur Tenure-holders' Rent Account (Amendment) Bill, which seeks to enlarge the scope of the Rent Account Act of 1929, was introduced in August and circulated for the purpose of eliciting opinion. The Patna University Amendment Bill was introduced in the August session. Its object is to give effect to certain proposals made by the Senate Committee in 1929; certain of its provisions, which would make distinctions between the internal and external colleges of the university, and would create a university service subject to the control of the university itself, were opposed by Government on the ground that they would create friction between the colleges, and be unworkable so long as part of the staff were members of services appointed by the Government. The Bill was, however, circulated for the purpose of eliciting opinion. The Religious Endowments Bill was intended to amend the Religious Endowments Act of 1863, but after some fruitless discussion, which lasted nearly a day, it was withdrawn by the member who introduced it.

Resolutions and questions.

The number of questions asked during the year was 360 and the number of supplementary questions was 344. These are much higher than the corresponding numbers of the previous year (238 and 140), but still considerably lower than in the year before that. Nineteen resolutions were discussed, of which seven were withdrawn, eight were lost and four were carried. The number of resolutions which were discussed formed only a small proportion of the number of which notice had been given, for the number was so large that a great many were bound to be crowded out. This fact was commented upon by the President during the August session, who pointed out that the large number of resolutions on unimportant subjects which were sent in, had the inevitable result of crowding out a number of those which were of greater importance, and which happened to gain a low place in the ballot. He appealed to the members to confine their resolutions to matters of importance, so as to ensure that all those which were of real interest would come up for discussion.

Of the nineteen resolutions discussed, six related to educational matters. A resolution to the effect that primary education should

be made free throughout the province was lost without a division, after it had been pointed out that it would cost Rs. 10 lakhs a year to compensate the *gurus* for loss of fees, even if there were no increase in the number of pupils. An objection was raised to an amendment to the original motion, that education should be free and compulsory and that the necessary money should be raised by extra taxation, on the ground that notice of the amendment had not been given; that side of the question, therefore, was not discussed. A resolution asking for a Degree college at Ranchi was withdrawn, and so also was a resolution that the restriction on the number of students, which can be put under the charge of a single teacher, should be removed.

The economic depression gave rise to more than one resolution. From Orissa, which is for the most part temporarily-settled, came a resolution recommending that Government should suspend half the rent and revenue for the year throughout the province, in view of the fall in the prices of food crops and the scarcity of money. No one from the permanently-settled parts of the province spoke in favour of the motion, and after the Government had replied that though the difficulties of the cultivating classes were fully recognized, there was no power to suspend half the rent, and that to suspend it for one year would make it all the more difficult to pay the arrear in the next year, the resolution was lost by 35 votes to 25. A request for the reduction of canal water-rates on the Sone and Champaran canals was negatived by 32 votes to 29. In the August session, a resolution was moved recommending that Government should adopt adequate and necessary measures of retrenchment. During the course of the debate many speakers urged the necessity of appointing a retrenchment committee, but since this did not form a part of the resolution, the wind was rather taken out of their sails when the Government accepted the resolution as it stood, and the debate came to an end. On the same day, however, another resolution was carried against the Government, recommending that a retrenchment committee should be appointed. A retrenchment committee was actually appointed towards the end of the year. A proposal that municipal taxes, in respect of houses belonging to Government, should be collected by the Government direct and handed over to the municipality, was keenly debated, but was ultimately lost by one vote. It was pointed out that a municipality, which was diligent in the performance of its duties, had ample power to realize taxes, and there was no reason why Government should be saddled with the responsibility.

A resolution asking for the proper representation of aboriginals on the Round Table Conference was adopted without a division, while a resolution in favour of recruitment to Provincial Services by competitive examination was withdrawn.

An account of the budget discussions will be found in Chapter III.

District Boards.

On the whole, with one or two exceptions, the district boards administered their affairs during the year with reasonable success, but were considerably handicapped by the state of their financial affairs, which were adversely affected not only by the reduction of Government grants but also by delay in the collections of cess in a large number of districts. The total cess income of the boards in the year which ended on 31st March was Rs. 70¼ lakhs, or about Rs. 2½ lakhs less than in the previous year, and though there has been an improvement in certain districts in subsequent instalments, it is probable that the total receipts from cess in the financial year 1931-32 will be less than in the previous year.

By the end of the financial year 1930-31, the total closing balances of the boards had been reduced to less than a half of the balances which they held at the end of the year 1926-27; some of them were committed to large programmes, which had to be curtailed owing to the depleted state of their finances, there being no room for further reduction in their closing balances. They were forced to close some of their elementary schools, and some of them were unable to maintain all the dispensaries which they had built. As some boards had been previously maintaining a high proportion of single-teacher schools, which admittedly are not very efficient, the closing of a number of schools is not such a matter of regret as it might have been. Increased attention was paid by many of the boards to the treatment of leprosy, and very useful work continued to be done by the public health staffs employed in several districts to deal with epidemics and to disseminate propaganda on rural hygiene. The expenditure on water-supply decreased, and that on original works communications; but there was a slight increase in expenditure on repairs to roads. There are signs that district boards have now realized the danger of continuing to curtail expenditure in roads; and though few boards can now afford to metal new roads, owing to their inability to find the additional recurring cost of maintaining them, they now realize the need for spending more money on the maintenance of roads than they have done in the past.

Bihar and Orissa Motor Vehicles Taxation Act.

The Bihar and Orissa Motor Vehicles Taxation Act which was in force from the beginning of the year is expected to bring in a substantial sum and as it is intended to hand over about 85 per cent of the net proceeds to the district boards, they should be able gradually to improve their communications. A quarter of the anticipated income has already been distributed and the remainder will be distributed before the financial year closes. An unofficial Bill to amend the Bihar and Orissa Local Self-Government Act was also introduced during the March session of the Legislative Council which would enable district boards to tax bullock carts; the Bill was circulated for the purpose of eliciting public opinion, but the mover was absent from the monsoon session, so the Bill was not then proceeded with.

The district board of Gaya, which was superseded in 1928 owing to the mismanagement of its affairs, was released together with its subordinate local boards during the year; it was reconstituted and a non-official chairman was elected. During the period of suspension, the outstanding liabilities were cleared off, and the new board started work with a clean sheet.

Municipalities.

The resolution on the working of the municipalities which was published during the year continued to reveal a depressing picture of their general condition. It shewed that although a few municipalities had taken steps to improve their collections during the year, a greater number had fallen still more into arrears, and the total outstanding arrears had increased at least eight times since the province was formed. Some municipalities have arrears equivalent to fifty per cent on their annual demand, and a considerable number have arrears equivalent to more than thirty per cent of that demand. These large arrears often make it impossible for the municipalities to meet their liabilities, and rule new improvements out of court. Inefficiency is increased by insufficient supervision over the work of a poorly paid staff, and by the fact that in very few towns is there a majority of commissioners which can be relied on to support an efficient executive, and not to be swayed by personal or party motives. In the course of a debate in the Legislative Council on the Ministry's supersession of the Patna City municipality suggestion was made that Government should take power, without having recourse to complete supersession, to remedy the serious deterioration in the state of collections of the main taxes, which is apparent in the majority of municipalities. Government, therefore, introduced a Bill to enable them, either at the request of

a municipality, or in cases of default or incompetence, to take over the work of assessment and collection of the taxes. The Bill was referred to a select committee.

In Patna City municipality, the mismanagement and the failure to collect arrears reached such a pitch that the Government was compelled to supersede it in November 1930, and to place it under a special officer. Considerable improvements have already been made in the administration.

Some grants were made out of the proceeds of the new provincial motor tax to the municipalities in August, earmarked for the improvement and repair of roads. Considerable progress was made with the execution by the Health Department (Engineering Branch) of certain water-supply schemes in Puri, Patna, Muzaffarpur and Bhagalpur. Large grants were made by Government for some of these schemes. Grants were also made to certain municipalities for the construction of tube-wells with overhead tanks and tubes.

Education.

It was most unfortunate that for reasons of economy the post of the officer in special charge of primary education and girls' education had to be held in abeyance, after having been in existence for only a little over a year. This was not, of course, the only retrenchment that had to be made in the educational budget, as grants had to be restricted all round. In particular, the grant to the Cuttack district board for the experiment in compulsory education in Banki was withdrawn; fifteen elementary training schools had to be closed, and certain lecturers' posts had to be kept vacant. On the other hand, a primary education section for the training of sub-inspectors was opened at the Patna Training College, which previously trained only teachers for secondary schools. In the hope of facilitating the education of the untouchable castes, it was decided to continue, until further orders, the exemption from fees of those castes in secondary schools managed or aided by the Government, and local bodies were asked to grant the same concession in the schools under their control. A large representative committee was appointed to advise the Government as to certain points of the primary education system, in the light of the criticisms of the auxiliary committee on education of the Indian Statutory Commission. The Committee began work early in the year, and divided itself into sub-committees, which have not yet completed their reports. The Sanskrit Convocation and Council were reconstituted with a large elected element in each, and a committee, which had been

appointed to examine the syllabus of the Madrasa Examination Board, submitted its report. The four classes in office work, which had been in existence in certain Government high schools, were found to have been failures and were therefore, abolished, but two commercial classes were opened in their place, at Cuttack and Ranchi. The annual report of the department for the year ending on the 31st March 1931 showed that there had been a further decrease of about 2 per cent in the total number of pupils in all classes of schools taken together, though there was an increase of about three per cent in the number of girls being educated. The fall was mainly due to the closing of a number of schools owing to the financial situation. The number of boys at school was 51 per thousand of the male population, and of girls was seven per thousand of the female population. There is some cold comfort to be found in the fact that the fall in the number of pupils in primary schools affected almost exclusively the number in the lowest class, which still, however, contains over fifty per cent of the total number of children in the primary schools. The Hartog Committee drew attention to the stagnation in primary schools, and since it is agreed that literacy is not always permanent unless the pupil reaches at least the fourth class from the bottom, it appears that the fall in numbers has mainly affected a section of the pupils which merely adds to expense without any adequate return. It is hoped that the stagnation is gradually yielding to treatment, but unless the fall in the numbers of the bottom class is accompanied by a rise in the upper classes, it means only that equal results are being obtained at less expense. The number of pupils attending Sanskrit and Muhammadan schools did not decrease in the same proportion as the number in the ordinary schools. The number of Christian aborigines receiving education increased by three per cent.

Compulsory and free education was given in certain parts of the province, but the results were not very convincing. In Ranchi, the percentage of absentees was high, and in two other areas the Government grants were withdrawn, because it was found that compulsion was not effective.

The numbers in the University and its affiliated colleges slightly fell, but the colleges were affected to a surprisingly small extent by political unrest, a fact which is attributed partly to the fact that the students had seen the evil results on education of the non-co-operation movement in 1922, and partly to the extent to which the social side of collegiate life is now organized.

Medical Relief.

There are over 670 hospitals and dispensaries in the province, which treat between six and seven million out-patients every year, as well as over 60,000 indoor patients. There are also outdoor dispensaries attached to the Government Ayurvedic and Tibbi schools at Patna which are reported to treat about 25,000 patients in a year. New hospitals are to be built at Government expense to replace the district hospitals at Chaibassa and Sambalpur, and work on that at Chaibassa has already commenced. Special arrangements are made for the treatment of women at certain of the subdivisional and district headquarters, and a new maternity and child welfare centre was opened during the year at Muzaffarpur, in addition to the six already maintained by the Maternity and Child Welfare Society. Midwives are maintained in some of the other important towns and there are signs that their services are gradually becoming better appreciated. A special allotment was made as usual for the treatment of Kala-azar, which is especially virulent in the districts north of the Ganges.

The Medical College at Patna and the Medical Schools at Darbhanga and Cuttack continued to turn out graduates and licentiates respectively. The number of patients in the Itki Sanatorium rose to 29 in September 1931; the number of applications is large, but as many seek admission only when the disease has reached a very advanced stage, a number of applicants had to be rejected. An X-ray apparatus has been installed and is a valuable acquisition. The Radium Institute at Patna entered upon its tenth year, and continued to attract patients from all parts of India and even Burma. New buildings are now under construction, with the help of a generous donation from Kumar Bisheswar Singh of Darbhanga. The Patna Pasteur Institute and the anti-rabic centre at Cuttack worked during the year, and the average daily attendance at the former was 113.

Six more leprosy clinics were opened, bringing the number to 34, in addition to the existing 6 leper asylums and two leper colonies. A leprosy survey and propaganda have been carried out in three districts, and in parts of other districts. Twelve doctors were deputed during the year for training in leprosy treatment in the School of Tropical Medicine at Calcutta.

Public Health.

Cholera was fortunately not so prevalent as in the previous year, and there were only 30,973 deaths, whereas in 1930, there was a severe epidemic resulting in 155,215 deaths. The districts which suffered in 1930

did not suffer so severely in 1931, except Monghyr and Cuttack. Large quantities of bacteriophage were distributed in Muzaffarpur and Purnea with extremely satisfactory results. The number of cases of cholera and the number of deaths decreased at once, and the infection did not spread. In other districts, cholera vaccine was distributed as usual, the total amount being 650,000 C.C. The usual arrangements were made at the *Rath Jatra* festival at Puri, where 73,000 inoculations were performed. The number of inoculations at this festival increases year by year, and in spite of a larger number of pilgrims than usual, there were only 73 cases of cholera. Less than a quarter of these cases occurred among those who had been inoculated, and practically all of these occurred within five days of inoculation, i.e., before it had time to have its full effect.

The vital statistics for 1930-31 were published during the year, which shewed 1¼ million births, and a million deaths, of which two-thirds were described somewhat loosely as due to fevers of various kinds. In 1931 there were 5,334 deaths from plague, and 7,460 deaths from small-pox. There have been two years with a comparatively low death-rate from small-pox, and if the disease follows its usual cycle, an epidemic is to be expected in two to five years' time. Unfortunately, primary vaccination is compulsory in only two districts, but it is hoped that it will shortly be compulsory in a few others.

Water-supply and drainage.

The grants to district boards and municipalities had to be drastically reduced but work on the improvement of the water-supply to Daltonganj is in hand and several small tube-wells have been constructed for municipalities. The sanction of Government has also been accorded to schemes for the extension of a piped water-supply to Patna City and for the improvement of the Bhagalpur water-supply, and work will be started shortly.

Considerable progress was made with the installation of a piped water-supply at Puri, a scheme which is of obvious importance on account of the importance of Puri as a place of pilgrimage. Six tube-wells capable of yields varying from 150 to 250 gallons per minute were completed. Pumping plant has been ordered and work on the construction of the pump house is in hand.

Great improvements have been effected in the water-supply to Ravenshaw College, Cuttack, and some minor extensions of the water-supply to the Mental Hospitals at Kanke have been carried out.

Jails.

The camp jail at Patna, which was erected to provide for the large number of prisoners convicted in 1930 as a result of the civil disobedience movement, was emptied as a result of the amnesty granted after the conclusion of the pact in March. The building was, however, maintained for any similar emergency in the future. There was a rise in the ordinary prison population towards the middle of the year, and the reduced jail at Chaibassa had to be restored to the status of a district jail, and the reduced jail at Arrah is still used as a district jail for the same reason.

The rules relating to the grading and treatment of prisoners in the juvenile jail at Monghyr were revised and improvements effected in respect of clothing, bedding, diet, correspondence and interviews.

Excise.

The anti-excise movement organized by the Congress, which was in full swing during the year 1930, abated considerably towards the close of that year. Picketing of a sporadic nature continued in many districts, and the movement was revived in several places when the settlement of excise shops took place in February and March, when pamphlets were widely distributed among the vendors forbidding them to take settlement of shops for the current year. The movement did not succeed except to the extent of causing difficulty in the settlement of shops, especially of toddy shops settled by auction. As time went on the Congress propaganda gradually faded away, but picketing continued in a few districts, frequently accompanied by violence or intimidation, and in several districts picketers were convicted of offences against the Penal Code. But the factors which reduced the excise revenue even more than the Congress propaganda were the economic depression and shortage of money, and the result is seen in the fact that the excise revenue for the calendar year was Rs. 126 lakhs, as compared with Rs. 160 lakhs in 1930 and Rs. 191 lakhs in 1929. Retail prices were still at the rates fixed during the post-war period of inflation, and in an Orissa district, there is a current saying that a tola of opium is the equivalent of a maund of paddy; it is not surprising, therefore, that in these circumstances, the shortage of money and the propaganda combined produced a large fall in revenue.

The price of country spirit has been reduced on the Nepal border, and this reduction has had the effect of removing the temptation to smuggle, but a similar reduction in Manbhum and Khunti has not been equally successful in removing the temptation to illicit distillation. The number of illicit distillation cases detected during the year was 3,611 against 2,290 in 1930.

Certain reforms were introduced during the year as temperance measures, the contract distillery system being extended to nearly the whole of Singhbhum, while with a view to weaning consumers from strong drink, an issue strength of 80 under proof was prescribed in the town of Jamshedpur. The sliding scale system for the settlement of excise licenses was extended to the new distillery areas in Ranchi and Singhbhum, and the tree-tax system for toddy was extended to two-thirds of the district of Muzaffarpur and parts of Gaya, Darbhanga and Bhagalpur.

Survey and settlement operations.

Settlement operations continued throughout the year in Orissa, in Ranchi district, the Santal Parganas, and in the Porahat estate in Singhbhum. The operations in the Kosi Diara in the Bhagalpur Division were finished in February. An area of 2,395 square miles was cadastrally surveyed in the above districts in the survey year, which ended in September 1931. The records of 1,908 square miles were attested, and those of 2,913 square miles were finally published. The rents of 133,480 tenants were settled.

The area under settlement in Orissa consisted mainly of temporarily-settled estates, whose revenue is now settled for the next thirty years. The rents have for the most part been unaltered in the last thirty years, and these have been as a rule enhanced by 4 annas in the rupee. There has in the same period been some increase in the area under cultivation, and the result of these two factors is an increase in the revenue in the temporarily-settled estates of about 33 per cent. The total annual increase of revenue expected as a result of the operations is about seven lakhs of rupees. In Chota Nagpur and the Santal Parganas the revenue is for the most part permanently settled, and the object of the operations is to revise the maps and bring the records up to date. The draft record was written for 2,400,000 plots in the Chota Nagpur and the Santal Parganas settlements during the year; the preparation of the preliminary record had been practically completed in Orissa in the previous year.

All these settlements are revision settlements, and it is very noticeable that in such districts where rights were recorded 20 or 30 years ago, the people are, as a rule, fully familiar with their legal rights and capable of claiming and contesting them; they are noticeably more so than were the people in districts whose records were prepared for the first time a few years ago.

Forests.

The forests under the administration of the department continued to be managed on the same lines as in previous years, but on account of the extreme depression in trade and the fall in the demand for sleepers, there was a deficit on the working of the financial year 1930-31 of Rs. 1,30,724. Revenue continued to fall off during the rest of the year, and expenditure had to be curtailed in every direction, many of the activities of the department being restricted. For instance, of the five experimental lac plantations, only one continued to be fully worked, and in the others nothing was done except to keep them in condition for use when the demand for lac improves, and the shortage of money becomes less acute. It is now evident that many of the developments, which took place in the management of the forests in the period of post-war optimism, have not been justified by results, and have increased expenditure without a corresponding increase in revenue. The work is, therefore, being reorganized on more conservative lines. There is little doubt that the department is overstaffed in every grade, and steps were taken to reorganize the establishment and to reduce it in proportion to the requirements.

The problem of the denudation of forests in the private estates in the Chota Nagpur plateau has attracted considerable attention and given much cause for anxiety in recent years; it appears that at last the necessity of preserving as much as possible of what is left is becoming increasingly recognized by public opinion. A Forest Association was formed in Ranchi district, and schemes for the reservation of private forests, under section 38 of the Forest Act, were proceeded with. As the result of a conference, it was decided by the Government to facilitate and encourage such schemes by guaranteeing a payment of an anna per acre to those landlords whose applications for placing any portion of their forests under the department for reservation are accepted.

A fact which has hastened the destruction of forests is that landlords and tenants have concurrent rights in the forests in private estates; the result has, therefore, been a race to get as much as possible before any one else does. During the settlement which has been proceeding in the district since 1927, the policy has been adopted of recording a portion of the jungle in each village as reserve, divided again into a landlord's portion and a tenants' portion. These blocks should, therefore, remain for the benefit of posterity, in addition to the reserves created under the Forest Act.

Unfortunately the destruction of forest has proceeded so far, that in large areas there is nothing left which is worth preserving.

Irrigation.

During the hot weather, great difficulty was experienced in irrigation in Bihar, owing to the shortage of water in the rivers, but by careful distribution and economical use of the available supply the sugarcane crop was irrigated fairly satisfactorily. The area under irrigation in the Dehri division was the largest on record since the creation of the division in 1923. In Orissa there was a keen demand for water in July and August, on account of the short rainfall. The supply in the canals was sufficient.

The area under irrigation from some of the Orissa canals had considerably decreased in recent years, and after full consideration a reduction was made in the water-rates, to take effect from the 14th October 1931, as it appeared that the existing rates were too high to be economically profitable. In accordance with the recommendations of the Orissa Expert Flood Committee, it has been decided to abandon ranges IVA. IVB and V of the Orissa Coast Canal, when sufficient progress has been made on the improvement of certain roads. In the meantime all tolls have been abolished on these canals from December 1st, 1931, and these ranges remain open for navigation only at high tide, and entirely at the owner's risk. No action has been taken so far to dismantle these ranges, but the collecting establishment is being discharged.

Agriculture.

The hot weather in 1931 was very severe, and rainfall was deficient up to June. In July there was sufficient rain except in Orissa and parts of Chota Nagpur. In August the rainfall was much above normal in Orissa and Chota Nagpur, but only about half the normal in Bihar, as a result of which the transplanting operations suffered. Fortunately the deficiency was made up in September and October, with good results to the standing crops. The outturn of all kinds of rice crops was estimated at 95 per cent of the ten years' average, and of winter rice at 100 per cent.

Agricultural research and experiments.

The resources of the department are limited, but with help from the Imperial Council of Agricultural Research it has been possible to proceed with research on rice and sugarcane. Land for a sugarcane station is being acquired, and a paddy specialist has been appointed. An experimental cane-crushing mill has been erected, and is expected to start working

shortly. The collection of data on manurial experiments, for which the Council granted funds last year, has been carried out, and research was continued on the water hyacinth in Orissa.

The white sugar industry is of great importance to Bihar, which produces nearly half the white sugar manufactured in India. The Tariff Board enquiry resulted in the imposition of heavy import duties on white sugar, as a result of which cane maintained its price, when the prices of all other agricultural produce had dropped considerably. Several new mills were opened in North Bihar, and there is a field for the opening of white sugar factories in South Bihar, where excellent cane is grown on canal irrigated lands. Owing to the financial difficulties, the opening of the farms at Muzaffarpur and Dumka has had to be postponed, and the Monghyr dairy farm had to be closed. The best of the animals at Monghyr were sent to Patna and Sabour.

Agricultural education.

The scheme for the establishment of an agricultural college has not yet materialised. The training of probationary Assistant Directors of Agriculture, and of Kamdars for the Co-operative Department, continued as in the previous year. The department continued its demonstration and propaganda work with improved seeds, implements and manures, and has obtained help of immense value from the Co-operative Department in this respect. Improved Coimbatore canes are now almost exclusively grown throughout the province, and improved varieties of paddy are rapidly gaining in popularity. Six agricultural shows were held, and leaflets were distributed as well as short notes on various crops in some of the vernacular newspapers.

Veterinary.

Out of 4,746 out-breaks of different contagious diseases reported, 1,994 were attended by the veterinary staff. The number of animals affected was 163,041 and there were 21,038 deaths. The number of deaths was thus about 13 per cent, whereas in the previous year, the percentage was about 28. The number of inoculations was 114,987, which is a considerable increase on the number in the previous year, but only about one-third of the number in the year before that. The reduction in the number of inoculations was due to financial considerations, but measures were taken to combat the epidemics by the cheaper means of disinfectants and treatment, and the reduction in the percentage of deaths shows that these means were successful.

Cattle-breeding operations at the Patna farm continued during the year and in April 1931 the herd numbered 545. Besides this herd, there were 42 breeding bulls kept at different veterinary hospitals, managed by the staff of the department. The farm at Patna supplies milk to the public and the price was reduced from 8 pounds a rupee to 10 pounds a rupee in May 1931.

Altogether 256,015 patients were treated at the hospitals and dispensaries in addition to those treated in the Veterinary College hospital; assistant surgeons of the department performed 79,244 operations for castration of scrub bulls throughout the province.

The report on the fourth quinquennial cattle census, which was held in January 1930, was published during the year. It is not possible to claim a high degree of accuracy for the figures, but they indicate a fairly steady increase in all classes of animals since 1920, varying from 8 per cent in the case of oxen (which now number 13 million adults) to 78 per cent in the case of goats (which now number 5½ million). Ploughs and carts have increased by 19 and 27 per cent respectively, and the latter now number 625,000.

There were 52 students at the Veterinary College, which was opened at Patna in 1930. The results of the first annual and diploma examinations were very satisfactory, and ten diplomas were awarded. Research was done on the lines laid down in the programme of the previous year, and experiments were carried out to determine the effect of other organisms on the growth of anthrax bacilli. At the hospital attached to the College, 2,430 patients were treated.

Co-operative Societies.

In recent years, it had been becoming increasingly recognized that the general body of Co-operative Societies in the province was not altogether healthy. Finally, in his annual report on the working of the department for the year 1930, the Registrar gave a comprehensive review of the whole situation, which disclosed serious defects likely to endanger the safety of the whole structure of co-operative credit if not remedied in time. The defects were attributed to hasty organization, unsound financing of primary societies by central banks, and inadequate supervision; and the results were a fall, accentuated by the economic depression; and the percentage of collections of outstanding loans, the liquidation of a large number of societies, and more than one case of tampering with accounts. A Provincial Banking Enquiry Committee had already

submitted its report on the banking system in the province; the appointment of a committee to examine the co-operative system had had to be postponed, but it was actually appointed towards the end of 1931, and began its enquiries in November. The function of the committee is to report in detail on the co-operative structure, and to suggest the measures necessary to improve it.

Bearing these facts in mind, it is natural to find that during 1931 the department concentrated more on consolidation and weeding out bad societies, than on expansion. Only 228 new societies were registered during the year, which is little more than one-third of the number registered in 1928, while 322 were dissolved. The new societies included four grain *golas* in the Santal Parganas, and two public health societies in Banki in the Cuttack district. A village uplift society is being started in Rajmahal, and the Orissa Co-operative Organization Society was formed with the primary object of starting rural reconstruction. Ten classes were held in Cuttack for the training of *punches* for the primary societies.

Propaganda was continued to encourage the use of improved seeds and agricultural implements. In Cuttack, attempts were made to organize village welfare societies, but the work was very slow for the want of trained organizers, who could guide and supervise such societies after registration. A class for training workers in rural reconstruction was opened in Puri, and the Puri district board helped with the loan of its Health Officer, and by granting stipends to 12 students. The help of the Agricultural and Veterinary Departments was also obtained.

The Bihar and Orissa Co-operative Federation Congress was held in Ranchi in January 1931 under the presidency of the Revd. J. Z. Hodge.

Factories.

The number of registered factories in the province was 318, against 301 in 1930. Of these, however, 38 were temporarily closed. The approximate number of employees was 69,000, which was a slight increase on the number employed in the previous year. Nearly two-thirds of these were employed in metal manufacture and engineering, and the rest in mills, sugar and tobacco factories, and other industries. Every working factory was inspected during the year by a regular inspector of the factory inspection department, a result which had not been achieved in any previous year. The total number of factory accidents up to the end of November was 1,879, against 2,281 in the year 1930.

Mines.

The most rigid economy had to be observed in all mines, and all operations which require a heavy outlay of capital had to be suspended. Nevertheless there was an increase of about 250,000 tons in the quantity of coal exported to foreign ports, mainly on account of heavy shipments to China. The proposal to put a 15 per cent surcharge on railway freight from January 15th, 1932, caused a temporary increase in the transport of coal for internal consumers in December.

The number of coal-mines working was 312, of which 41 were closed during the year; the total output of coal amounted to 13.2 million tons against 15 million in 1930. Labour was plentiful, and there were only two short-lived strikes in collieries where a reduction of wages was attempted. The strikes were terminated within 24 hours, as soon as the reductions in wages were cancelled.

The number of metalliferous mines worked during the year was 469; viz., mica 356; stone 54; limestone 10; manganese 9; chromite 7; iron-ore 7; slate 6; clay 6; steatite 3; fire-clay 3; sandstone 3; copper 2; gold 1; columbite and tantalite 1, and kyanite 1. The depression in the mica industry was acute, and the number of mica mines working was 93 less than in the previous year. The introduction of the Bihar and Orissa Mica Act in the district of Hazaribagh from January 1st, 1932, should be of assistance to the legitimate industry, which has suffered in the past from theft and pilfering. The number of accidents in mines during the year was 380, of which 104 were fatal. The number of persons killed was 114, against 143 killed in 1930.

Industries.

Industries suffered during the year from the prevailing trade depression. The working of the State Aid to Industries Act has proved disappointing, and owing to the financial situation it was decided to stop further grants; the question of amending the Act has been deferred for consideration in the future. It is pointed out that it may be dangerous to give loans even on the security of machinery, as machinery can be ruined by reckless handling.

The lac industry suffered from the depressed market, and the falling demand caused lower production in the coal, iron, steel, mica and other industries. The boycott of European Style cigarettes had a disastrous effect on the firms which manufacture them. There were various enquiries from firms as to the possibility of re-establishing the manufacture of salt on the Orissa coast,

and an investigation into the possibilities was made at the end of the year by an officer deputed by the Government of India for the purpose.

The amount of carp fry distributed by the department from their breeding tanks increased by 66 per cent, and there was also an increase in the weight of fish exported from the province. Investigations into the possibility of manufacturing manure from fish entrails in Orissa point to the conclusion that it could not be considered as a sound economic proposition, owing to the difficulty of collecting the materials from fishermen scattered over a wide area.

Oil and flour mills bought their raw material on a falling market, and were, as a rule, forced to sell with little or no profit. The number of cane-sugar factories increased during the year; rather more than one-third of the factories in India lie in Bihar and Orissa, and the province is maintaining its position in this respect.

The department participated in the British Industries Fair in London in February 1931, and it is satisfactory that the sales of cotton and silk goods in foreign markets showed a slight increase in spite of the general depression in trade.

Technical education.

The recognition of the degree in Civil Engineering by the Institute of Engineers (India), which carries with it the right to the degree-holders to compete in various examinations for recruitment to the All-India Service of Engineers and the State Railway Services, was the most important event in connection with the Bihar College of Engineering during the year. The examination results were very satisfactory. Thirty students passed the examination for the degree of Bachelor of Civil Engineering, of whom ten were placed in the first division, while forty-one students in all were successful in the combined Subordinate Engineering Certificate Examination. Three State technical scholars returned to India after completion of their training in England, and one of these obtained a post with an industrial firm in Bihar and Orissa. The scholarships had to be abandoned this year on account of the financial difficulties. Good progress was made in the three important aided technical schools in the province. There were in all twenty-eight schools and colleges under the supervision of the department, including both Government and aided institutions.

Labour welfare.

The cost of living index figures published by the department showed a marked fall as compared with the previous year, and there was no sign of the usual seasonal rise as the year went on. Cuttack continued to be the cheapest centre, and Jamshedpur the dearest. The majority of the mines in the province employ local labour, and with the slump in trade there was no shortage in the supply. The general health of the mining population continued to be good, and the improved sanitation, and the anti-malaria campaign undertaken by the principal companies, greatly reduced the prevalence of malaria. The Jharia Mines Board of Health embarked on a maternity and child-welfare campaign, which is reported to be doing useful work.

Census.

The seventh decennial census of the population was taken on the night of February 26th, 1931. The total population enumerated was 42,329,583 persons, of which 37,677,576 were in British India and 4,652,007 in the Feudatory States. This shews an increase of 4,367,725, or 11.5 per cent, over the population enumerated in 1921. The smallest percentage of increase in the British districts was in Balasore (1.03 per cent) and the highest was in Singhbhum (22.43 per cent). In the British districts, all religions shared in the increase, but in the States there was a decrease in the number professing tribal religions from 456,934 to 360,600. Muzaffarpur is the most densely populated of the British districts (969 to the square mile) and Angul the least (133 to the square mile). Darbhanga contains the biggest total population, and it also shews the highest number of infant marriages. In the census of 1921, out of every thousand girls below the age of 5 in the whole province, 18 were married. In 1931, the number had gone up to 50; and in Darbhanga the corresponding figure was 157. The only reason advanced to account for the increase is the rush of infant marriages which took place immediately before the introduction of the Sarda Act.

There was some talk during the civil disobedience movement of boycotting the census, but actually there were few instances of direct obstruction. It appears that when it came to the point all communities were anxious to make a good showing in the returns, through fear that non-co-operation might result in a numerical advantage to other communities. There were 220,000 enumerators and 17,000 supervisors, who were, practically without exception, unpaid non-officials.

APPENDIX II.

A.—MEMBERS OF THE BIHAR AND ORISSA EXECUTIVE COUNCIL.

His Excellency Sir Hugh Lansdowu Stephenson, K.C.S.I., K.C.I.E., I.C.S.

The Hon'ble Mr. James David Sifton, C.S.I., C.I.E., I.C.S.

The Hon'ble Raja Rajendra Narayan Bhanja Deo, O.B.E.

B.—MINISTERS.

Ministry of Education: The Hon'ble Sir Saiyid Muhammad Fakhr-ud-din, Khan Bahadur, Kt.

Ministry of Local Self-Government: The Hon'ble Sir Ganesh Datta Singh, Kt.

C.—MEMBERS OF THE BIHAR AND ORISSA LEGISLATIVE COUNCIL.

The Hon'ble Babu Nirsu Narayan Sinha, M.A., B.L.—President.

Rai Bahadur Lakshmidhar Mahanti—Deputy President.

Mr. Saiyid Anwar Yusuf, Bar.-at-Law—Secretary.

Babu Premananda Saha, B.A., B.L.—Assistant Secretary.

EX-OFFICIO MEMBERS (2).

The Hon'ble Mr. James David Sifton, C.S.I., C.I.E., I.C.S.

The Hon'ble Raja Rajendra Narayan Bhanja Deo, O.B.E.

NOMINATED OFFICIALS (12).

Mr. Patrick William Murphy, I.C.S.

Mr. Maurice Garnier Hallett, C.I.E., I.C.S.

Mr. Henry Abraham Gubbay.

Mr. Godfrey Elwin Owen, I.C.S.

Mr. Ernest Leslie Glass.

Mr. James Augustine Sweeney, C.I.E., I.C.S.

Mr. Bhalchandra Krishna Gokhale, I.C.S.

Mr. William Bailie Brett, I.C.S.

Mr. George Ernest Fawcus, C.I.E., O.B.E.

Mr. Geoffry Steele Henderson.

Mr. Reginald John Hirst, C.I.E.

Rai Bahadur Bhuban Mohan Chattarji.

NOMINATED NON-OFFICIALS (4).

Khan Bahadur Shah Muhammad Yahya.

Rai Bahadur Kedar Nath.

Babu Swayambar Das.

Babu Bimla Charan Singh.

NOMINATED REPRESENTATIVES OF CLASSES AND COMMUNITIES (9).

Mr. Sagram Hembrome	} Aborigines.	
Garbett Captain Manki		
Reverend Brajananda Das	} Depressed classes.	
Babu Ram Narayan		
Rai Bahadur Ram Ranvijaya Singh ...		Industrial interests other than planting and mining.
Babu Jogendra Chandra Mukharji ...		The Domiciled Bengali Community.
Mr. Alfred Eustace D'Silva ...		The Anglo-Indian Community.
Mr. Rowland Chandra		The Indian Christian Community.
Rai Sahib Harendra Nath Banarji ...		The labouring classes.

ELECTED MEMBERS (76).

Patna Division (16).

Name.	Constituencies.
Mr. Saiyid Abdul Aziz	Patna Division Muhammadan Urban.
Khan Bahadur Saiyid Muhammad Hussain.	East Patna Muhammadan Rural.
The Hon'ble Sir Saiyid Muhammad Fakhr-ud-din, Kt., Khan Bahadur.	West Patna Muhammadan Rural.
Babu Rajeshvari Prashad	Patna Division Non-Muhammadan Urban.
Babu Shyam Narayan Singh Sharma ...	Patna Non-Muhammadan Urban.
Sir Ganesh Datta Singh	East Patna Non-Muhammadan Rural.
Babu Rajandhari Sinha	West Patna Non-Muhammadan Rural.
Raja Bahadur Harihar Prashad Narayan Singh, O.B.E.	Landholders', Patna Division.
Maulavi Khalilur Rahman	Gaya Muhammadan Rural.
Babu Ramanugrah Narayan Singh ...	West Gaya Non-Muhammadan Rural.
Babu Bhagawati Sharan Singh ...	Central Gaya Non-Muhammadan Rural.
Babu Rameshvar Prashad Singh ...	East Gaya Non-Muhammadan Rural.
Mr. Saiyid Muhammad Athar Husain	Shahabad Muhammadan Rural.

Name.	Constituencies.
Mr. Sachchidananda Sinha ...	Central Shahabad Non-Muhammadan Rural.
Babu Radha Prashad Sinha ...	South Shahabad Non-Muhammadan Rural.
Babu Radha Mohan Sinha	Arrah Non-Muhammadan Rural.

Tirhut Division (19).

Maulavi Muhammad Abdul Ghani ...	Tirhut Division Muhammadan Urban.
Maulavi Hassan Jan	Muzaffarpur Muhammadan Rural.
Maulavi Shaikh Muhammad Shafi ...	Darbhanga Muhammadan Rural.
Khan Bahadur Saghir-ul-Haqq ...	Saran Muhammadan Rural.
Maulavi Abdul Wadood	Champaran Muhammadan Rural.
Rai Bahadur Dwarka Nath ...	Tirhut Division Non-Muhammadan Urban.
Babu Harekrishna Chaudhuri ...	North-West Darbhanga Non-Muhammadan Rural.
Mahanth Manmohan Das	North-East Darbhanga Non-Muhammadan Rural.
Babu Sardananda Kumar	South-East Darbhanga Non-Muhammadan Rural.
Babu Ramasray Prashad Chaudhuri ...	Samastipur, Darbhanga Non-Muhammadan Rural.
Babu Rameshvar Pratap Sahi ...	North Muzaffarpur Non-Muhammadan Rural.
Babu Sri Narayan Mahtha ...	East Muzaffarpur Non-Muhammadan Rural.
Babu Badri Narayan Singh ...	West Muzaffarpur Non-Muhammadan Rural.
Babu Shyam Nandan Sahay ...	Hajipur Non-Muhammadan Rural.
Babu Srinandan Prashad Narayan Singh Sharma.	North Saran Non-Muhammadan Rural.
Babu Nirsu Narayan Singh ...	South Saran Non-Muhammadan Rural.
Rai Bahadur Krishnadeva Narayan Mahtha.	North Champaran Non-Muhammadan Rural.
Babu Lalita Prashad Chaudhuri ...	South Champaran Non-Muhammadan Rural.
Babu Chandreshvar Prashad Narayan Sinha.	Landholders', Tirhut Division.

Name.	Constituencies.
Bhagalpur Division (17).	
Khan Bahadur Abdul Wahab Khan ...	Bhagalpur Division Muhammadan Urban.
Chaudhuri Muhammmad Nazirul Hasan	Bhagalpur Muhammadan Rural.
Maulavi Saiyid Muhammad Mehdi ...	Monghyr Muhammadan Rural.
Maulavi Haji Muhammad Bux Chaudhuri.	Purnea Muhammadan Rural.
Mr. Saiyid Moinuddin Mirza ...	Kishanganj Muhammadan Rural.
Maulavi Abdul Aziz	Santal Parganas Muhammadan Rural.
Babu Jogendra Mohan Sinha ...	Bhagalpur Division Non-Muhammadan Urban.
Babu Haldhar Prashad Singh ...	North Bhagalpur Non-Muhammadan Rural.
Babu Rudra Pratap Singh	Central Bhagalpur Non-Muhammadan Rural.
Mr. K. Lal	South Bhagalpur Non-Muhammadan Rural.
Babu Sri Krishna Prasad	South-West Monghyr Non-Muhammadan Rural.
Babu Bishundeo Narayan Singh ...	North-West Monghyr Non-Muhammadan Rural.
Rai Bahadur Lakshmi Prashad Sinha	East Monghyr Non-Muhammadan Rural.
Raja Prithwi Chand Lal Chaudhuri ...	Purnea Non-Muhammadan Rural.
Babu Shib Chandra Singh	Santal Parganas North Non-Muhammadan Rural.
Babu Ramjiwan Himatsingha ...	Santal Parganas South Non-Muhammadan Rural.
Rai Bahadur Dalip Narayan Singh ...	Landholders', Bhagalpur Division.
Orissa Division (10).	
Maulavi Shaikh Abdul Jalil ...	Orissa Division Muhammadan Rural.
Babu Harihar Das	Orissa Division Non-Muhammadan Urban.
Rai Bahadur Lakshmidhar Mahanti ...	North Cuttack Non-Muhammadan Rural.
Babu Nikunja Kishore Das ...	South Cuttack Non-Muhammadan Rural.
Babu Radharanjan Das	North Balasore Non-Muhammadan Rural.
Babu Jagannath Das	South Balasore Non-Muhammadan Rural.
Babu Godavaris Misra	North Puri Non-Muhammadan Rural.
Rai Bahadur Loknath Misra ...	South Puri Non-Muhammadan Rural.
Babu Braja Mohan Panda	Sambalpur Non-Muhammadan Rural.
Babu Birbar Narayan Chandra Dhir Narendra.	Landholders', Orissa Division.

Name.	Constituencies.
Chota Nagpur Division (9).	
Maulavi Habibur Rahman	Chota Nagpur Division Muhammadan Rural.
Mr. Nanda Kumar Ghosh	Chota Nagpur Division Non-Muhammadan Urban.
Rai Bahadur Sarat Chandra Ray ...	Ranchi Non-Muhammadan Rural.
Babu Kalyan Singh	Hazaribagh Non-Muhammadan Rural.
Bhaiyā Rudra Pratap Deo	Palamau Non-Muhammadan Rural.
Rai Bahadur Satish Chandra Sinha ...	South Manbhum Non-Muhammadan Rural.
Babu Devendra Nath Samanta ...	Singhbhum Non-Muhammadan Rural.
Babu Kunja Bihari Chandra ...	North Manbhum Non-Muhammadan Rural.
Babu Maheshvari Prashad Narayan Deo	Landholders', Chota Nagpur Division.
Others (5).	
Maulavi Saiyid Muhammad Hafeez ...	Patna University.
Lt.-Col. Daniel Douglas	European Constituency.
Mr. W. H. Meyrick	Planting Constituency.
Mr. Edward Smedly Tarlton ...	Indian Mining Association.
Babu Manindra Nath Mukharji ...	Indian Mining Federation.

D.—MEMBERS OF THE COUNCIL OF STATE FROM BIHAR AND ORISSA.

NOMINATED (1).

The Hon'ble Mr. J. T. Whitty, C.I.E., I.C.S.

ELECTED (3).

The Hon'ble Rai Bahadur Radha Krishna Jalan.	Bihar and Orissa (Non-Muhammadan).
The Hon'ble Raja Raghunandan Prashad Singh.	
The Hon'ble Mr. Abu Abdullah Saiyid Hussain Imam.	Bihar and Orissa (Muhammadan).

E.—MEMBERS OF THE LEGISLATIVE ASSEMBLY FROM BIHAR AND ORISSA.

NOMINATED (1).

Babu Ram Prasad Narayan Sahi.

Name.	Constituencies.
ELECTED (12).	
Saiyid Shah Muhammad Maswood Ahmad.	Patna and Chota Nagpur *cum* Orissa (Muhammadan).
Mr. Bhupat Singh	Bihar and Orissa (Landholders).
Maulavi Badi-uz-zaman ...	Bhagalpur Division (Muhammadan).
Maulavi Muhammad Shafee Daoodi ...	Tirhut Division (Muhammadan).
Pandit Ram Kishun Jha	Darbhanga *cum* Saran (Non-Muhammadan).
Mr. Gaya Prashad Singh	Muzaffarpur *cum* Champaran (Non-Muhammadan).
Mr. Bhubananda Das	Orissa Division (Non-Muhammadan).
Mr. Biswanath Misra	Orissa Division (Non-Muhammadan).
Mr. Badri Lal Rastogi	Patna *cum* Shahabad (Non-Muhammadan).
Kumar Gupteshwar Prashad Singh ...	Gaya *cum* Monghyr (Non-Muhammadan).
Rai Bahadur Sukhraj Rai	Bhagalpur, Purnea and the Santal Parganas (Non-Muhammadan).
Thakur Mahendra Nath Sahi Deo ...	Chota Nagpur Division (Non-Muhammadan).

APPENDIX III.

ABSTRACT OF THE BUDGET ESTIMATES FOR 1931-32.

[IN THOUSANDS OF RUPEES EXCEPT ACCOUNTS.]

Revenue and Receipts.	Budget Estimate, 1931-32.	Revised Estimate, 1930-31.	Budget Estimate, 1930-31.	Accounts, 1929-30.
	Trs.	Trs.	Trs.	Rs.
II.—Taxes on Income	3,90	4,20	4,50	4,49,270
V.—Land Revenue	1,77,68	1,83,29	1,82,26	1,77,83,092
VI.—Excise	1,61,00	1,50,00	1,92,77	1,90,81,624
VII.—Stamps	1,14,38	1,10,32	1,11,20	1,11,34,417
VIII.—Forest	9,88	9,18	10,09	9,39,275
IX.—Registration	16,50	15,66	16,81	17,07,666
XIII.—Irrigation, Navigation, Embankment and Drainage Works for which capital accounts are kept.	16,58	15,74	16,01	16,75,379
XIV.—Irrigation, Navigation, Embankment and Drainage Works for which no capital accounts are kept.	1,09	1,10	1,10	1,13,320
XVI.—Interest	5,21	7,73	7,12	7,55,645
XVII.—Administration of Justice	5,29	5,22	5,24	5,41,224
XVIII.—Jails and Convict Settlements ..	6,39	6,41	6,95	7,33,705
XIX.—Police	1,85	1,78	1,67	2,30,294
XX.—Ports and Pilotage	..	..	..	..
XXI.—Education	7,31	7,39	7,10	7,29,388
XXII.—Medical	2,58	2,09	2,02	2,45,422
XXIII.—Public Health	1,57	1,28	1,80	73,416
XXIV.—Agriculture	2,58	2,60	2,67	2,73,286
XXV.—Industries	84	86	79	3,13,400
XXVI.—Miscellaneous Departments ..	27	31	1	2,067
XXX.—Civil Works	10,56	6,75	6,10	6,45,562
XXXII.—Transfers from Famine Relief Fund. ..	20,00	..	..	8,00,000
XXXIII.—Receipts in aid of Superannuation ..	1,18	1,38	1,39	1,27,889
XXXIV.—Stationery and Printing	2,60	2,60	2,42	2,58,901
XXXV.—Miscellaneous	5,76	6,02	4,53	8,39,522
XXXIXA—Miscelleneous adjustments between the Central and Provincial Governments.	..	..	..	..
XL.—Extraordinary Receipts	..	..	..	..
TOTAL REVENUE ..	5,75,00	5,42,51	5,84,55	5,94,53,764
Loans and Advances by the Provincial Government (Recoveries).	5,97	9,10	8,20	11,39,080
Advances from the Provincial Loans Fund ..	..	..	..	..
Transfers from Famine Relief Fund	4,08	3,42	6,79	12,43,271
Famine Relief Fund	8,05	7,31	7,03	4,36,123
Subvention from Central Road Development Account	3,00	2,90	..	..
Appropriation for reduction or avoidance of debt ..	51	48	48	45,369
Suspense	1,02	1,33	2,67	2,66,984
TOTAL RECEIPTS ..	5,97,63	5,67,05	6,09,72	6,25,84,591
Opening Balance	(a)89,97	(b)1,49,70	1,41,94	1,71,88,827
GRAND TOTAL ..	6,87,60	7,16,75	7,51,66	7,97,73,418

(a) Includes 46,47 in Famine Relief Fund and 2,65 for Road Subventions.

(b) Includes 42,58 in Famine Relief Fund.

APPENDIX III—*concld.*

ABSTRACT OF THE BUDGET ESTIMATES FOR 1931-32.

[IN THOUSANDS OF RUPEES.]

Expenditure.	Budget Estimate, 1931-32.	Revised Estimate, 1930-31.	Budget Estimate, 1930-31.	Accounts, 1929-30.
	Trs.	Trs.	Trs.	Trs.
5.—Land Revenue	23,34	25,28	24,99	26,09
6.—Excise	16,66	18,11	18,37	18,38
7.—Stamps	2,79	2,72	2,71	2,58
8.—Forest	8,77	8,25	8,29	8,05
8A.—Forest Capital outlay charged to revenue ..	1,05	1,66	1,76	1,41
9.—Registration	6,64	6,56	6,63	6,49
14.—Interest on Irrigation Works for which capital accounts are kept.	20,46	20,46	20,46	20,46
15.—Irrigation Revenue Account—Other Revenue expenditure financed from ordinary revenue.	3,72	3,59	3,43	3,43
15 (1).—Other revenue expenditure financed from famine insurance grants.	..	..	..	..
16.—Irrigation Capital Account—Construction of Irrigation, Embankment and Drainage works.	1	1	1	1
19.—Interest on Ordinary Debt	68	79	87	1,00
20.—Interest on other obligations	87	86	93	37
21.—Appropriation for reduction or avoidance of debt	51	48	48	45
22.—General Administration	73,19	75,80	74,34	75,11
24.—Administration of Justice	41,50	41,56	42,02	41,15
25.—Jails and Convict Settlements	21,42	26,01	20,93	19,32
26.—Police	88,64	87,61	86,20	84,57
27.—Ports and Pilotage	..	..	..	..
30.—Scientific Departments	41	45	45	44
31.—Education	88,59	92,89	93,47	92,11
32.—Medical	28,87	29,78	30,62	30,01
33.—Public Health	11,02	18,86	18,97	21,91
34.—Agriculture	15,98	16,03	16,63	16,17
35.—Industries	8,96	11,08	11,41	11,08
37.—Miscellaneous Departments	68	70	42	49
41.—Civil Works	64,87	80,98	75,28	86,37
43.—Famine	85	10	82	2
45.—Superannuation Allowances and pensions ..	31,75	31,06	28,87	28,10
45A.—Commutation of pensions financed from ordinary revenue.	3,75	67	92	2,24
46.—Stationery and Printing	9,65	9,52	9,50	9,22
47.—Miscellaneous	1,86	1,70	1,90	2,46
51.—Contributions to the Central Government by the Provincial Government.	..	..	..	..
51-A.—Miscellaneous adjustments between the Central and Provincial Governments.	..	..	..	..
Total—Expenditure charged to Revenue ..	5,77,49	6,13,57	6,01,68	6,09,42
Commuted value of Pensions	—14	—13	—13	—13
Loans and advances by the Provincial Government ..	5,17	3,87	8,45	12,75
Repayments of advances from the Provincial Loans Fund.	51	48	48	45
Transfers from Famine Relief Fund (Repayments)	4,82	4,04	4,34	1,70
Famine Relief Fund	24,08	3,42	6,79	20,43
Subventions from Central Road Development Account	4,00	25	..	..
Suspense	1,05	1,28	2,64	3,42
Total—Expenditure not charged to Revenue ..	39,49	13,21	22,57	38,62
Reserve for unforeseen	1,00	..	5,00	..
Total Expenditure ..	6,17,98	6,26,78	6,29,25	6,48,04
Closing balance ..	(a)69,62	(b)89,97	(c)1,22 41	1,49,70
Grand total ..	6,87,60	7,16,75	7,51,66	7,97,73
Provincial .. { Surplus	..	..	..	..
Provincial .. { Deficit	20,35	59,73	19,58	19,29

(a) Includes 30,44 in Famine Relief Fund and 1,65 for Road Subventions.
(b) Includes 46,47 in Famine Relief Fund and 2,65 for Road Subventions.
(c) Includes 40,89 in Famine Relief Fund.

APPENDIX IV.

Speech of His Excellency the Governor in opening the January Session of the Legislative Council in 1931.

Mr. PRESIDENT,

In the first place I desire to offer you my congratulations that the choice of the Council has fallen on you to occupy the very dignified position and discharge the very responsible duties of their President. The provision in the Government of India Act, whereby the Council elects its own President has been fully justified: we owe a debt of gratitude to the nominated Presidents who laid the foundation on which the late President who, owing to his appointment to high judicial office, is no longer a member of this Council, has built up traditions and precedents which have ensured the dignity of proceedings and the propriety of debate of which we may be proud. The work of your predecessors has made your task easier, but the growth of an institution like the Council is a constant process: fresh traditions, fresh precedents will ever be needed to meet new aspects of the Council's labour, and in continuing the work that has been so well begun I am convinced that you will be able to count on the ready help and willing co-operation of the Council that has elected you. So far as I am concerned, under the constitution the Governor and the President are bound to be in close relation, and I can freely promise you all the assistance and co-operation that is in my power to give.

MEMBERS OF THE LEGISLATIVE COUNCIL,

I have been glad to take this opportunity of welcoming you at the beginning of your labours particularly because we must all realize that in the period during which you will represent the province in its legislature, decisions of the most momentous importance to the future of India must be taken; these decisions will be taken elsewhere, but the fact that they are being taken cannot but have a profound influence on your work. If I have not in the past availed myself frequently of my privilege of addressing the Council, I am sure you will not attribute it either to any lack of interest in your proceedings or of appreciation of the importance of your work. I have always followed the Council proceedings with the greatest interest and have kept in personal touch with the members of the Council so far as circumstances have allowed me, but the experience gained during my own long membership of a Council has led me to avoid any possible suspicion that I am interfering in your sphere of action or endeavouring to influence your deliberations. It is too early yet to touch upon the work that lies before you, but there are two matters in which both the Council and the Executive Government are equally concerned and which are of paramount importance to the welfare of the province; these are, firstly, the movement that is called Civil Disobedience and, secondly, the financial condition of the province, and I should like to put before you, as my colleagues in the Government of the province, a few considerations on these two matters.

I do not propose to trace the history of Civil Disobedience and it is unnecessary for me in this Council to dilate upon the immense harm it has done to the country. It was launched for the purpose of intimidating Government whether in India or in England and intimidation whether moral or physical has been the most marked characteristic of all its manifestations. It has deliberately set out to destroy all restraint and all authority and has

inevitably led to violence and an increase of crime. I am not speaking of what is called political crime; it must be plain to all of us that what stands between the peaceful citizen and murder and loot is not the physical force of a comparatively small body of police—there is only one policeman to every 6 square miles in the province—but the authority that is behind the law and the respect that is inherent in peoples' minds for that authority. If you impair that authority, if you weaken that respect, you destroy the only protection other than physical force which the ordinary citizen has. Indeed the only section of the community that seems to have been benefited by Civil Disobedience is the criminal class which has taken full advantage of the distractions of the police to pursue these occupations with greatly increased immunity, and there are clear indications that the weakening of social restraint has largely added to the numbers of the criminal class. Dacoity, the most dreaded form of outrage to the resident of the mufassal, is now establishing itself on a scale which may take years to bring again under control. The burglar is profiting by the enforced resignation of chaukidars. Rioting on a large scale with deadly weapons is increasing: and quite apart from political difficulties, the general standard of public security is in great danger of deteriorating. It is clear therefore that it is our duty, yours as well as mine, to prevent this intimidation, to uphold the authority of the law and it is to this end that with your assistance our energies have been devoted during the past year. We have been criticised because of the methods we have adopted to attain this end: there may be room for differences of opinion as to the most suitable methods of dealing with the situation that has faced us, but there can be no question that those who have deliberately set themselves to prevent Government functioning have no right to dictate the methods that we should adopt to deal with them. With a full sense of our responsibility, the local Government and the Government of India have adopted those measures which seemed to them to be most effective in protecting the interests of the province.

I am not concerned here to touch upon future constitutional changes. We have all followed with consuming interest the proceedings of the Round Table Conference and in the months to come with a full sense of our responsibility we shall have to form our own judgments on the questions that have been raised. But the issues of Civil Disobedience are entirely apart from these. No Government can exist side by side with chaos, and unless we fulfil our trust and maintain the authority of the law and protect the individual from intimidation, no Government, whatever may be the form that may eventually emerge, will have any chance of success. Those who are now behind the movement and are responsible for the actions of those they have misled, have definitely dissociated themselves from any consideration of constitutional reforms and are pursuing Civil Disobedience as a means of preventing Government functioning: whatever may be our personal views as to the shape that the constitutional changes that are now on the anvil should take, I confidently ask for your assistance in removing from the province what is an obstacle to any form of Government and pray that our united efforts may succeed in restoring Bihar and Orissa to the sanity and orderliness that is essential to its prosperity.

The second matter, the financial condition of the province, is largely interconnected with the first: to whatever degree world conditions may be the cause of the fall in prices and the consequent lack of money and loss of revenues, those who launched Civil Disobedience cannot escape the responsibility of having greatly worsened conditions and by fomenting unrest and uncertainty of having killed the confidence that is necessary to a recovery of prosperity.

On the first occasion that I addressed the Council in 1927, I reviewed the finances of the province. Our revenue then was Rs. 560 lakhs, a sum

utterly inadequate to fulfil the responsibilities of a major province. I think we may claim, and I believe that the claim is admitted by the experts, that we have kept ourselves solvent by care and economy; such funds as we have had have been used in the directions that appealed to the Legislative Council. We have provided from our revenue the equipment with which the new province should have started. We have now a University of which we can be proud, a Science College, a Medical College, a Radium Institute as well equipped as any in India, we have started a Veterinary College, a Tuberculosis Sanatorium that are regarded as models of up-to-date efficiency. We have rebuilt our colleges and largely increased the expenditure on primary education and public health. Unfortunately when I came to this province our inelastic revenue seemed almost to have reached its limit and I had to utter a note of warning to the Council in 1927 that further increase of expenditure must needs be slow and carefully controlled. We have since then completed what we had begun and have expanded in many useful directions. But it has not fallen to my lot to initiate striking schemes of expenditure for the benefit of the province, because we have always held the view that the primary interest of the province was its solvency. We placed our case before the Simon Commission and its financial experts and succeeded in convincing them that our claim was just and that our need for increased revenues was second to none of the other provinces. I had hoped that this recognition would have enabled us before I left the province to make a start on satisfying our many clamant needs. This however has now had to be postponed and my last year will be one of rigid retrenchment instead of expansion. I do not propose to anticipate the budget speech of the Finance Member and will give you but a few details. In the current year our revenue will be some Rs. 42 lakhs worse than we anticipated in our budget. This is entirely due to a fall in the excise receipts; in the first half of the year, the loss was undoubtedly due to the intimidation practised by picketing and social boycott, but it is now largely due to economic causes and as this will probably continue through at least part of next year, we have had to budget our excise receipts at Rs. 81 lakhs less than we did this year. I do not propose to discuss the question of excise taxation, but it is obvious that if we lose nearly a quarter of our principal source of revenue, the province must suffer and if that loss is to continue it must be made up by some other form of taxation. On the expenditure side in the current year, we have to face an increase of Rs. 12 lakhs which is entirely due to Civil Disobedience and until we have together succeeded in banishing Civil Disobedience from this province we shall have to be prepared for similar expenditure, I trust on a smaller scale, in the coming year. The net result is that our closing ordinary balance this year instead of Rs. 81 lakhs 52 thousand as we anticipated, will be Rs. 40 lakhs 85 thousand. The position is undoubtedly serious, the more so as we can see no improvement in the coming year. With this depleted balance, it is clear that the hopes we entertained of providing from the surplus of the provincial balance for extensions of drainage or large schemes for the mitigation of floods in Orissa are doomed to disappointment, as that surplus must be absorbed in the routine expenditure of the coming year. In these circumstances, it is impossible to face any new expenditure of any kind that is not absolutely unavoidable and we have had to scrape our first edition of the budget which contains only expenditure regarded as obligatory to the extent of Rs. 8 or Rs. 9 lakhs. The prospect of merely carrying on with cheeseparing economy must be as depressing to you as it is to me. If we can bring back the province to normal political conditions, thus eliminating a certain amount of expenditure and restoring the confidence that will help to bring back prosperity, we can weather the storm; but if conditions, economic or otherwise, continue as they are, I am afraid, we shall have to devise and place before you new forms of raising revenue or face the certainty of Bihar and Orissa falling to the condition of a second-rate province.

There is one comforting thought we can hug in the midst of this gloom. Nature has not been unkind to us; for some years past the crops, on a balance throughout the province, have been fair and in the last two years have been good and we have been spared any widespread catastrophes. This should have enabled the province to build up a reserve of strength with which to face the future. We may, I think, take courage and set ourselves to the task before us with determination and without despair.

APPENDIX V.

Sources of information available to the public.

CHAPTER II.—FINANCE.

Financial statements for Bihar and Orissa, 1930-31 and Debates in the Legislative Council on the budgets for 1930-31 and 1931-32.

CHAPTER III.—THE LEGISLATURE.

Proceedings of the Bihar and Orissa Legislative Council, Volumes XXI, XXII and XXIII.

CHAPTER IV.—LOCAL SELF-GOVERNMENT.

Resolutions reviewing the reports on the working of district boards and municipalities in Bihar and Orissa during 1930-31.

Annual Report on the working of the local Audit Department for 1930-31.

CHAPTER V.—EDUCATION.

Report on the Progress of Education in Bihar and Orissa in 1930-31.

CHAPTER VI.—PUBLIC HEALTH AND MEDICAL RELIEF.

Annual Returns of Hospitals and Dispensaries for 1930.

Annual Public Health Report for 1930 and the Annual Vaccination Report for 1930-31.

Annual Report of the Superintending Engineer, Public Health Department (Engineering Branch), for 1930-31.

Annual Report on the working of the Radium Institute for 1930.

Annual Report of the Medical Schools in the province for 1930-31.

Annual Report of the Prince of Wales Medical College for 1930-31.

CHAPTER VII.—MAINTENANCE OF THE PEACE, ADMINISTRATION OF JUSTICE AND JAILS.

Annual Report on the Administration of the Police Department for 1930.

Administration Report on Jails of Bihar and Orissa for 1930.

Report on the Administration of Criminal Justice for 1930.

Report on the Administration of Criminal Justice for 1930.

CHAPTER VIII.—EXCISE.

Report on the Administration of the Excise Department for 1930-31.

CHAPTER IX.—THE LAND AND THE PEOPLE.

Report on Land Revenue Administration for 1930-31.

Report of Wards, Encumbered, Trust and attached estates for 1930-31.

Annual Progress Report on the Forest Administration for 1930-31.

Annual Report on the work of the Department of Land Records and Surveys, Bihar and Orissa, for the year ending 30th September 1931.

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CHAPTER X.—AGRICULTURE AND CO-OPERATION.

Annual Report of the Agricultural Department for 1930-31.

Annual Report of the Civil Veterinary Department for 1930-31.

Report on the working of the Co-operative Societies in Bihar and Orissa for 1930.

Season and Crop Report for 1930-31.

CHAPTER XI.—COMMERCE AND INDUSTRY.

Annual Report of the Director of Industries for 1930-31.

Report of the Chief Inspector of Mines in India for 1930.

Annual Report on the working of the Indian Factories Act in Bihar and Orissa in 1930.

GLOSSARY.

Vernacular.	English.
Aman Sabha ...	... Organization for propaganda in favour of law and order.
Ashram ...	... Hermitage, place of abode.
Ayurvedic ...	... Medical science of the Hindus.
Bakr-Id ...	... A Muslim festival at which cows are sometimes sacrificed.
Bazar ...	... A market or shops.
Bhang ...	... An intoxicating drug made from leaves of the hemp-plant.
Biri ...	... A country-made cigarette rolled up in a dry leaf instead of in thin paper.
Chamar ...	... A Cobbler (a low-class Hindu; one of the untouchable castes).
Chaukidar ...	... Village watchman.
Chaur ...	... A tract of low-lying water-logged land.
Daffadar ...	... Head village watchman.
Dai ...	... Maid-servant, midwife.
Ganja ...	... The hemp plant, which is smoked for intoxication.
Ghi ...	... Clarified butter.
Gola ...	... Granary or store house.
Gur ...	... Raw sugar.
Guru ...	... Teacher.
Hansi-Hissar ...	... A breed of good up-country (Punjab) cattle.
Hartal ...	... Suspension of business, used as a political demonstration.
Hundi ...	... A bill of exchange.
Kamdar ...	... Expert cultivator.
Kheddah ...	... Enclosure for catching elephants.
Kumbh mela ...	... A fair held at Hardwar or Allahabad in different years.
Lathi ...	... Stout stick or club.
Madrasa ...	... School for education in Urdu, Persian or Arabic.
Magahia Dom ...	... A tribe with criminal antecedents originating in North Bihar.
Maktab ...	... Elementary village school for education in Urdu.

Vernacular.	English.
Mela	Fair or religious gathering.
Muharram	A Muhammadan festival.
Namukammal system ...	A system by which accused and witnesses are sent up to the magistrate before investigation is completed.
Pachwai	Beer made from grain, usually rice.
Pan	Betel leaf, nuts and lime prepared for chewing.
Panch	Member of a panchayat (lit. five).
Panchayat	A committee, a body of arbitrators, originally five in number.
Pardah system ...	(Literally, a veil or curtain). A custom by which ladies of respectable class do not appear in public.
Passi	The caste of toddy tappers.
Pathsala	Elementary village school.
Rabi	The spring harvest.
Raiyat	A tenant cultivator.
Raj	Rule.
Rahat water lift ...	Persian wheel.
Ramnavami	A Hindu festival; anniversary day of the birth of Shri Ramchandra.
Rath Jatra	The car festival.
Sahiwal	A Punjab breed of good milch cattle.
Sati	A Hindu rite, the death by burning of a widow on the funeral pyre of her husband.
Swaraj	Self-Government.
Swarajist	Generally used to denote an adherent of the Congress, whose declared aim was independence.
Tari	Toddy, fermented juice of the palm-tree.
Tibbi	Medical science of the Muhammadans.
Tola	Two-fifths of an ounce.
Tols	Schools for Sanskrit education.

MEASUREMENTS.

80 tolas = 16 chittaks = 1 seer (= about 2 lbs. avoirdupois).

40 seers = 1 maund.

1 lakh = 1,00,000.

1 crore = 100 lakhs.

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